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ABSTRACT

This study takes a critical look at the current status of elementary school principals and their schools. The report concludes that the causes for a leadership crisis which exists in the elementary schools are both pbulic and professional. Through the use of questionnaires and personal interviews, the researchers talked with 291 principals in 50 States, officials in two national educational organizations, spokesmen in 12 regional laboratories, representatives of 50 State departments of education, and faculty officers of the State elementary school principals associations. The study reports that the most critical problem faced by the elementary school principal is the general ambiguity of his position in the educational community. A number of recommendations are made and addressed to the U.S. Office of Education, Congress, the public, and the education profession. (Author)

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Elementary School Principals and Their Schools

Beacons of Brilliance & Potholes of Pestilence

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Preface

AMERICA's schools are largely responsible for America's future. All (or most) of the adults of the next generation will have gone through the schools and will have been affected by what the schools do to and for them. If we accept this notion, we must also accept the fact that the citizens of today were also to a large extent shaped by this nation's schools. In those areas in which we have been successful, the schools are largely responsible—and, conversely, in those areas where we have failed, the schools are also accountable. If our population lacks a sense of mission, the schools did not do their share in helping to develop it. If our population has prejudicial attitudes toward racial or religious minorities, it is because our schools have been unsuccessful in dealing with them. If our population cannot successfully cope with our basic social problems, it is because our schools did not teach them the skills and the knowledges they needed. If our population is successful in achieving a high degree of affluence, it is because the schools contributed toward this end.

Good schools, which successfully prepare our children to deal effectively with their problems, to perform their roles

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in society competently, and to achieve a state of healthy self-fulfillment, don't just happen. They emerge through careful planning and, most of all, through effective leadership. In this context, the principal is certainly the key. The findings of this study, involving visits with more than 300 elementary school principals throughout this nation, confirm this notion.

Children will someday bless the good schools it was their right to attend—and those who were required to attend the poor schools will suffer in innumerable ways as this right was denied.

This study makes visible the state of leadership provided to this nation's elementary schools in a time of crises. The focus was not to evaluate schools and principals, but some conclusions are inevitably evaluative. The data contained clues which helped to identify the characteristics of the most successful principals and their schools as well as the characteristics of the least successful principals and their schools.

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THIS STUDY is the result of the efforts of many people. Without the assistance and cooperation of all the elementary school principals, the presidents of elementary school principals associations, state department of education staff members, college and university personnel, Department of Elementary School Principals officials, the U.S. Office of Education personnel, and regional educational laboratory representatives, this study would not have been possible.

Dr. Glenn C. Boerrigter, acting director, Division of Elementary and Secondary Education Research, U.S. Office of Education, provided considerable assistance in the initiation of the study. Dr. Arch K. Steiner, research associate of the same branch, was particularly helpful in establishing schedules to expedite our interviews in Washington, D.C.

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We are extremely grateful to Sherrie Schager for her participation as a team member during the writing stages of the report. Her assistance, both as an editor and a writer, facilitated the organization and synthesis of the voluminous data collected during the course of the study and contributed extensively to the development of a consistent sense of purpose and design in the report.

To Cheron Taylor, project secretary, we are indebted beyond measure. She provided unending support and cheer in addition to managing the office, arranging travel schedules, keeping records, and transcribing our extensive notes all without regard to the personal commitment of time and energy it required.

ONE Conclusions

THE FOCUS of this study is on the elementary school principals' perceptions of their problems. No one can intelligently administer a school in today's world without recognizing the difficult problems associated with the task. Some principals obviously are near the point of helplessness; other principals, however, have found successful ways to meet their responsibilities and thus they provide excellent leadership for their schools. A review of the data presented in this study leads to the conclusion that the causes for the leadership crisis are both public and professional and that the elementary school principals of the country—those who provide competent leadership as well as those who don't—are seeking assistance to combat the pressing problems challenging education.

A considerable range of conditions exists in the elementary schools throughout the country. For this reason, the interviewers labeled the outstanding educational institutions "beacons of brilliance" and the extremely poor schools "potholes of pestilence."

In the "beacons of brilliance," the principals are charismatic leaders; they seem to instill enthusiasm in their

teachers. The teaching staffs seem to be working as teams because their morale was high, their services extend beyond normal expectations. Teachers and principals, along with parents, constantly appraise the effectiveness of the schools in an attempt to devise new programs and strategies to overcome deficiencies. Programs of study are adaptable and emphasis in the instructional program is placed on children's needs. Principals are confident they can provide relevant, purposive learning without having to lean on traditional crutches. "Beacons of brilliance" are found in all of the different types of communities studied, but not in sufficient numbers.

The "potholes of pestilence," on the other hand, result from weak leadership and official neglect. The buildings, dirty and in disrepair, are unwholesome environments for learning and child growth. The schools are poorly staffed and equipped. The morale of teachers and pupils is low; where control is maintained, fear is one of the essential strategies employed. Instructional programs are traditional, ritualistic, and poorly related to student needs. The schools are characterized by unenthusiasm, squalor, and ineffectiveness. The principals are just serving out their time.

The principals of the "beacons of brilliance" have several characteristics in common:

1. Most did not intend to become principals. Most indicated that they had intended to teach but were encouraged to become principals by their superiors.
2. Most expressed a sincere faith in children. Children were not criticized for failing to learn or for having behavioral difficulties. The principals felt that these were problems that the

school was established to correct, thus the administrators emphasized their responsibilities toward the solution of children's problems.

3. They had an ability to work effectively with people and to secure their cooperation. They were proud of their teachers and accepted them as professionally dedicated and competent people. They inspired confidence and developed enthusiasm. The principals used group processes effectively; listened well to parents, teachers, and pupils; and appeared to have intuitive skill and empathy for their associates.
4. They were aggressive in securing recognition of the needs of their schools. They frequently were critical of the restraints imposed by the central office and of the inadequate resources. They found it difficult to live within the constraints of the bureaucracy; they frequently violated the chain of command, seeking relief for their problems from whatever sources that were potentially useful.
5. They were enthusiastic as principals and accepted their responsibilities as a mission rather than as a job. They recognized their role in current social problems. The ambiguities that surround them and their work were of less significance than the goals they felt were important to achieve. As a result, they found it possible to live with the ambiguities of their position.
6. They were committed to education and could distinguish between long-term and short-term educational goals. Consequently, they fairly well had established philosophies of the role of education and their relationship within it.
7. They were adaptable. If they discovered something was not working, they could make the necessary shifts and embark with some security on new paths.
8. They were able strategists. They could identify their objectives and plan means to achieve them. They expressed concern for the identification of the most appropriate procedures through which change could be secured.

Ambiguous Role

Perhaps the most critical problem faced by the elementary school principal today is the general ambiguity of his position in the educational community. There is no viable, systematic rationale for the elementary school principalship to determine expectations for performance; no criteria exists through which performance can be measured.

Although most districts have regulations with which principals are expected to comply, full specifications rarely are in evidence. The principal must depend on the matters discussed with him or for which he feels he may be held accountable to obtain the cues as to what is expected of him.

In addition, both the central office and the teachers within a building—and the parents, too, for that matter—can so affect the nature of the position that they can practically force the principal to perform a particular role. Under these circumstances, what the principal wants the role to be, or what he feels it should be, is not a matter of primary importance.

The comments of the elementary school principals indicate that they believe they generally are viewed by their superiors and by community citizens as subprofessionals rather than as administrators with full professional status and prerogatives. Within the context of the school organization, the status of the elementary school principal probably accounts for many of the practices that principals consider discriminatory. For example, elementary school principals generally are the lowest paid administrative personnel in the school district and they do not have the inde-

pendence in the operation of their buildings accorded to secondary school principals.

Increasingly, the elementary school principal appears to be isolated from involvement in group decision-making that affects his method of leadership and determines the operating patterns within his school. As school districts increase in size, the elementary school principal becomes just one more subadministrator. Policies for the allocation of resources, the employment of personnel, and the operating relationships within the district become more bureaucratic and centralized. The principal, feeling it is essential that he be able to convey the needs of his school to the central administration, is concerned that he has little or no opportunity to participate in districtwide decision-making processes. He deeply resents being thought of as a "second-class" administrator and attributes much of his frustration as an elementary school principal to this discriminatory situation.

The elementary school principal is equally uneasy about his relationship to his teaching staff. His association with teachers, once close, has been compromised by the growing intensity of teacher militancy. Consequently, the principal must enforce policies decided around the bargaining table; he frequently has no voice in formulating these policies, however, nor has he the opportunity to effectively react to the agreements reached. He does not know whether he should represent the board or the teachers and he cannot tell what the consequences will be for his leadership ability if he takes either stance.

Even prior to the advent of the problems caused by teacher militancy and professional negotiations, the elementary

school principal felt isolated and confused about his role. The rise of these additional problems has only further complicated his dilemma. Few, if any, useful guidelines for action thus far have materialized to aid the principal in alleviating his confusion.

Principals typically are concerned about the imbalance of managerial and educational responsibilities inherent in their position. The principals recognize that they must perform the managerial or "housekeeping" chores associated with being a school building administrator, but they are uncertain about how they might delegate these responsibilities to obtain more time for supervision, planning, and evaluation. They see their time usurped by trivialities; but if they do not attend to these matters, they may readily be criticized.

The elementary school principal feels imposed on by the demands of central-office personnel; he feels alienated from his teaching staff and unjustly left out of the contract negotiations that determine his obligations to them; he feels helplessly bogged down with the daily duties of maintaining his school; and he is uncertain of his relative position in the district administrative structure and with respect to the teachers in his school.

Regardless of these major handicaps, however, it may be that the elementary school principal avoids performing some of the duties he claims he should be handling. For example, principals say they would like to have more time for the supervision of teachers; many principals, however, admit that they do not have the necessary skills to develop adequate supervisory programs within their buildings. Others say they would like to have more time for program

planning and evaluation, but they assert that they have neither knowledge nor skill to determine how to involve teachers or how to get teachers to accept the results.

Inadequacy of Training Programs

In colleges and universities the preparatory programs for the elementary principalship appear to be relics of a past age. Course content seems to emphasize studies "about" education. There is little evidence that any real consideration has been given to the experiences that will develop in prospective elementary school principals the knowledge, skills, and critical insights needed to assess the consequences of alternative strategies. Internships and field experiences are poorly developed or nonexistent in most states. In some instances, preparatory programs do not differentiate between the superintendency or the secondary school and the elementary school principalships. Since these programs are based on the recognition that administrators generally advance through the ranks, a generalized preparation program is provided; emphasis, poor as it may be, is placed on the terminal job and functions rather than the steps along the way.

Serious deficiencies also exist in the certification requirements in many states. Some states require no preparation for the elementary school principalship beyond a teaching certificate. Other states have requirements that amount to a full year of preparation beyond the master's degree. Although the practice appears to be declining, there are still many instances where a popular high school coach or teacher has been rewarded with an elementary school principalship despite his inadequate educational qualifications. Many prin-

cipals—even in states with well-defined certification requirements—receive their preparation after being appointed to the principalship. There also is evidence that in states where funds are limited and/or where qualified elementary school principals are in short supply, temporary certificates are granted liberally and little effort is made to enforce minimum requirements for either initial certification or recertification.

Standards for admission to preparatory programs and for initial certification are diffuse and ill-defined. Many candidates for the elementary school principalship have had no basic preparation or experience in elementary education. Little effort is made to develop screening procedures to identify those people who have the personal qualifications necessary for good educational leadership. Many of those who now become elementary school principals are not aggressive leaders and their lack of ambition may be a contributing factor in the perpetuation of the leadership crisis in elementary education.

Because of the traditional nature of preservice programs in elementary school administration, principals tend to view their roles in "old-style" managerial terms. Such directive or managerial behavior severely damages the principal's effectiveness as an educational leader and too often results in unresolvable conflicts among administrators, teachers, and community groups.

The largest number of problems identified by principals involves their difficulty in establishing and maintaining successful human relationships. Present preservice programs for elementary school principals place little emphasis on the development of skills related to effective communication and

the establishment of productive relationships with the diverse elements of the school and community. Many principals have acquired better understanding of both the communication and group processes since coming onto their jobs. Some have done so vicariously and use techniques with various degrees of skill. Others have been fortunate to participate in inservice preparation programs or advanced graduate courses. Few, however, feel entirely comfortable with their present level of skill in this area.

Another critical problem for the principal involves supervising personnel within his building. An experienced principal is anxious to develop a "team" consisting of his staff. He desires new teachers who can be a part of the team and help to extend its effectiveness. But principals feel that they have been prepared inadequately for managing the supervisory and personnel programs within their buildings. They need greater opportunity for mastering the skills of supervision, the techniques of teacher evaluation, the processes of group decision-making, and the technicalities involved in maintaining morale.

The principals' lack of knowledge of the strategies to employ in effecting educational change is a critical factor in the current leadership crisis. The majority of principals are confident of their ability to oversee the routine operation of their buildings, but relatively few have any degree of confidence in their ability to assume a leadership role in instructional improvement. The comments made by the principals suggest that they would prefer to be instructional experts rather than mere building managers; these same comments, however, indicate that many principals presently lack the skills to be instructional leaders.

Many elementary school principals lack the necessary knowledge and skills for guiding planning and evaluation procedures. They are convinced that instructional programs should be designed to meet the diverse needs of the children in their communities but find it extremely difficult to pinpoint the deficiencies of their current programs. Many admit they are unsure of their ability to provide leadership in the development of long-range educational objectives; few can successfully identify the means by which such objectives could be accomplished. Current educational technology confuses many principals who have inadequate experience and preparation in discerning the potential effectiveness of the many kinds of educational equipment and materials available. Principals generally feel inadequately prepared to devise schemes for effectively utilizing resources for the purpose of instructional improvement.

These severe deficiencies in the principal's preparation program, coupled with his lack of skill in the area of human relationships, are perhaps the greatest barriers to the effectiveness of the elementary school principal as an instructional leader.

Shortage of Resources

Although all schools generally lack sufficient resources to do the jobs demanded of them, the elementary schools are most severely crippled in the resources required to develop and maintain high-quality educational programs. The general attitude among the public toward elementary education contributes much to this inequity.

At a time when educational needs are great, when new instructional techniques must be tested and evaluated and

when time for the planning, evaluation, and development of new programs is essential, the public is restricting its financial allocations to the school. The public demands improvement, but does not want to pay for it. Typically, the elementary school principal is expected to produce change without having the opportunity to study his problems and carefully develop the strategies through which improvements could be implemented.

According to the principals, district administrators and state department of education officials exhibit a degree of indifference and/or ignorance of the needs of the elementary school similar to that displayed by the general public. The needs of the elementary school, they say, often are ignored in favor of the secondary school. The elementary school curriculum increasingly is becoming dominated by considerations of the academic requirements of the high school. Elementary school principals generally are convinced that such an educational program does not constitute a suitable means of meeting the needs of young children.

Principals tend to characterize the central-office personnel as "secondary oriented." The principals feel that district funds are not as equitably distributed as they might be because the public and the administration alike consider secondary education programs more important than those of the elementary school. The latter, they say, usually get what funds are left over after the public's demands for improvement of the high school program have been satisfied. These negative or indifferent attitudes have had a serious effect on the ability of the elementary school to provide a high-quality educational program. Elementary schools too often suffer from overcrowded and outmoded buildings,

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many of which are too inflexible to accommodate innovations in the instructional program. In some schools, supplies and equipment are scarce and teachers must use their ingenuity to implement what materials are available.

The most severe indication of resource shortages, however, is in the allocation of personnel. Few elementary schools in the sample have any administrative, supervisory, or resource personnel assigned to them other than the building principal. Usually secretarial assistance is inadequate to efficiently handle the work load. Thus the principal usually is required to spend a large part of his time on routine clerical and secretarial chores.

Except for a few instances, then, the elementary schools lack the range of specialists who should be involved in a modern elementary education program: counselors, social workers, health personnel, special instructional and resource personnel, special education personnel, and school psychologists.

These personnel and material shortages underlie the principal's resentment in having to spend such a large portion of his time handling petty details.

Although the elementary school principal is cognizant of the inadequate resources available to him in his own district, he does not seem to be aware of the resources available to him from outside his district. A variety of services is provided by the U.S. Office of Education, by state departments of education, by colleges and universities, and by state elementary school principals' associations; but the principal of the elementary school typically is unaware of the potential assistance available to him from these sources.

However, the adequacy of the services available to ele-

mentary school principals is questionable. The principals' own associations do not appear to be organized to give assistance or to offer the specific kinds of aids needed. They do provide a social outlet and a feeling of professional identity. As such, on the national, state, and local levels, the associations tend to deal with generalized problems. State departments of education appear to have some concerns, but generally they lack the resources to render the specific assistance desired. Discussions with the personnel in state departments reveal that they are more concerned about their regulatory functions than their leadership roles. They emphasize concern for support levels of the schools more than providing assistance in human relationships and instructional improvement, the primary concerns of the principals. Although they provide some inservice programs, with few exceptions these programs involve disseminating information that would be of value to the state department and the accomplishment of its objectives. Universities offer few means of assistance other than what is made available through formal graduate programs. Regional educational laboratories, though a potential resource, are not directly accessible to the majority of principals. And the USOE is so far removed from the sphere of the local school that what resources are available from this agency seldom reach the elementary school principal.

Most principals recognize that they need help both through individual consultation and through inservice preparation programs. Some are obviously reluctant to seek help, fearing that by admitting they need more training they would detract from their professional stature. Some indicate that they do not know how to use sources of assistance,

and consequently they do not seek it or search out the sources through which it could be obtained.

Such an attitude is unfortunately all too common among elementary school principals; many seem prone to "professional obsolescence" and exhibit their lack of current knowledge in their closed-minded attitude toward new ideas, their inability to see the weaknesses in their instructional programs, and their unwillingness to accept change. There are principals in elementary schools who have had no refresher courses for more than twenty years. Many principals rarely read a professional book or journal. Others are never released from their duties to attend an educational conference.

There is no agency that consistently assists elementary school principals in maintaining their professional credentials. Their state associations are identified as the professional counterparts of the local "Kiwanis Club." State departments of education, with few exceptions, lack resources, personnel, and understanding necessary to develop the kinds of inservice education programs needed. Universities, save for the offering of graduate courses and workshops for credit, appear to be indifferent toward the needs of this field. Systematic and consistent inservice programs are provided for in less than a handful of states. Even these programs are not requirements for maintaining either contracts or certificates to practice.

Lacking any evidence that the public is willing to provide the essential resources for maintaining adequate instructional programs; denied adequate facilities and equitable distribution of funds for supplies, equipment, and competent and sufficient personnel; and uncertain of the public interest in the basic elements of a modern, professionally justifiable

educational program, the elementary school principal inevitably concludes that if he decried these conditions and attempted to remedy them, his efforts would be poorly received and his position endangered. Lacking the benefit of adequate assistance from outside his district and lacking the currency of knowledge that would help him cope with his problems, the elementary school principal understandably is confused about the nature of his responsibilities and the extent of his influence as an educational leader.

TWO Purposes and Design of Study

IS THE PRINCIPAL a manager or an educator? Is he a change agent or a maintainer of the status quo? Is he expected to identify new needs and directions for the community, or is he supposed to keep the schools entirely in accord with the community's expectations? Is he the director of the enterprise, head teacher, guidance counselor, facilitator obtaining necessary equipment and supplies, public relations agent, selector of lunch menus, supervisor of custodians, repairer of pencil sharpeners, counter of lunch money, propagandist for school finance campaigns, mediator between the school and the central bureaucracy, chauffeur to sick children, advisor to troubled teachers, psychiatrist for disturbed parents, disciplinarian for overpressed children, defender of the educational faith . . . or what? Chances are, he is all of these.

The literature on the administration of elementary schools is replete with analyses of the general school functions with which administrators must deal, the administrative and organizational patterns of today's schools, and the general maintenance techniques that elementary school principals may employ. However, there is little evidence that the day-

by-day problems of principals, both in giving leadership to the staff and the community and in maintaining the schools as going concerns, have been sufficiently analyzed. Not enough is known to provide those involved in administration and the preparation of administrators with the basis on which to determine the knowledge and competencies principals must have to give effective leadership to their schools.

In a previous study of the issues and problems confronting school superintendents (Goldhammer et al., 1967) it was revealed that they are faced with problems they feel inadequate to handle. In their view, they have the technical skills necessary to deal with the ordinary maintenance problems of the school district; but they lack the knowledge and techniques required to deal with major social issues, the emerging changes in the technology of education, and the complex organizational and human problems, both within the community and within the school systems. Although these concerns are similar to the problems of administrators at all levels, it is apparent that the functional relationships of elementary school principals are sufficiently different to warrant a separate analysis.

Talcott Parsons describes three levels of an organization: institutional, managerial, and technical. The "institutional level" deals with relationships of the organization to society. Insofar as school organizations are concerned, the institutional level is the legal governing agency that deals with the general legislative or policy-making functions within the schools, determines objectives and priorities, and procures resources and support from the community. The "managerial level" is concerned with the direction, coordination, evaluation, and planning of procedures for main-

taining the organization. The "technical level" is the productive level or the level that performs the basic work or services for which the organization has been established.

From Parsons' point of view the superintendent and the principal operate at different levels of the organizational structure; hence, they have different functions within the organization. The superintendent has managerial responsibilities and also is the professional representative of the school district at the institutional level. The principal, however, engages in his responsibilities primarily on the technical level; he is closely associated with the managerial functions and personnel, but he is generally not involved in the legislative, allocative, and policy-making functions of the superintendent. He serves as the link between the managerial and the technical levels of the organization.

The principal is in direct contact with teachers, parents, and pupils. He manages the processes through which goals are effected, policies are implemented, and satisfaction or dissatisfactions with the school program are secured. Although he is probably more secure than the superintendent, he is the school official who can most easily be held accountable for the success or failure of the educational program.

The principal undoubtedly is in the key position to guide the processes of change and the implementation of overall goals and strategies that ultimately will influence the success or failure of an educational program.

Objectives of Study

The main objectives of this study were:

1. To determine the elementary school principals'

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perceptions of the problems they face in administering their schools

2. To develop a systematic framework for analyzing the principals' perceptions of their problems and the general societal and professional factors from which they arise
3. To study the basic patterns for the preparation of elementary school principals and to determine the relevance of preparatory programs to the problems that confront elementary school principals
4. To make a systematic review of the literature and research on the elementary school principalship to determine the extent to which there is concurrence between the literature and the reported perceptions of principals
5. On the basis of findings, to make recommendations for further research and development needed with respect to the elementary school principalship, the preparatory programs for elementary school principals, and needed service programs established through state departments of education and the U.S. Office of Education

Procedures of Study

During the initial stages of the study, the research team made a thorough review of the literature on the administration of elementary schools and the roles of the elementary school principals. (The findings of that review will be published in a separate document.)

From the review of the literature, information was garnered that served to generate basic categories of problems and that assisted in the development of interview guides. The categorization system developed and utilized in the analysis of the data is presented in table 1.

TABLE 1

CATEGORIZATION OF PROBLEMS OF ELEMENTARY SCHOOL PRINCIPALS

1. SCHOOL AND SOCIETY
   - 1.1 Community Influences
   - 1.2 Federal and State Involvement
   - 1.3 Goal Setting
   - 1.4 Public Relations
2. PUPIL PERSONNEL
   - 2.1 Involvement
   - 2.2 Management
   - 2.3 Pupil Assessment and Development
   - 2.4 Individual Differences
   - 2.5 Cultural Differences
3. INSTRUCTIONAL PROGRAM
   - 3.1 Evaluation
   - 3.2 Personnel Selection and Placement
   - 3.3 Supervision
   - 3.4 Innovation
   - 3.5 Inservice
   - 3.6 Communication
   - 3.7 Curriculum Development
4. ADMINISTRATIVE LEADERSHIP
   - 4.1 Climate
     - a. Personal Values
     - b. Style
   - 4.2 Preparation
   - 4.3 Resources
   - 4.4 Inservice Training
   - 4.5 Role Identification
   - 4.6 Research
5. ORGANIZATIONAL TEXTURE
   - 5.1 Building Organization
   - 5.2 District Organization (Policies)
   - 5.3 Militancy
   - 5.4 Negotiations
   - 5.5 Administrative Employment Practices
   - 5.6 Communications
6. FINANCES AND FACILITIES
   - 6.1 Maintenance
   - 6.2 Service Staff
   - 6.3 Records
   - 6.4 Equipment
   - 6.5 Supplies
   - 6.6 Referenda
   - 6.7 Transportation
   - 6.8 Buildings

Two basic instruments, a questionnaire and an interview guide, were used in the collection of the data. The questionnaire was designed to collect demographic information as well as other information that would reduce subsequent interviewing time (see Appendix A). This instrument was field tested and refined prior to final data collection.

Interview data were collected and will be reported from six basic population sources. On the national level, officials of the U.S. Office of Education and the department of elementary school principals were interviewed. A second source was twelve regional educational laboratories identified as having programs related to the elementary principals or to this study. State-level representatives from three basic groups were interviewed in each of the fifty states: officers in charge of programs in elementary education from state departments of education, the president of the state elementary school principals association, preferably the 1968 president, and representatives of the major colleges or universities engaged in the training of elementary school principals.

The primary source of information was obtained from the sample of elementary school principals representing each of the fifty states. Because of the national scope of the study, it was decided that the sample should be equally representative of all states and be stratified according to their rural-urban orientation. A rural-urban classification system of the Bureau of Census was used as a model in establishing categories of elementary school principals (see table 2).

A nomination technique was used to select a stratified sample of principals in each state. An officer of the state department of education, the president of the elementary school principals association, and the dean or his designated

TABLE 2

RURAL-URBAN CLASSIFICATION OF PRINCIPALS

CATEGORY I: An inner-core school of the metropolitan center which has a population of approximately 50,000 inhabitants or more. The inner-core school is in the central portion of that metropolitan area.

CATEGORY II: An outer-core school of a metropolitan center which refers to the peripheral districts within a city of 50,000 inhabitants, or more, not to include the inner-core.

CATEGORY III: A school in a suburban area of 25,000 to 50,000 inhabitants outside of a standard metropolitan center.

CATEGORY IV: A school in an intermediate size district which is within an area which has between 15,000 and 25,000 inhabitants.

CATEGORY V: A school in a small district which is one which serves an area of between 2,500 to 15,000 inhabitants.

CATEGORY VI: A school in a rural district which serves a population area of fewer than 2,500 inhabitants.

representative from one or two of the major colleges or universities who prepared elementary school principals were asked to nominate three principals in each of the six categories (see Appendix C). A total of 2,364 nominations were received. From these, the sample of 300 elementary principals, one from each category in each state, was selected.

These "visibles" were chosen on the basis of (1) frequency of nomination and (2) geographical dispersion throughout the state. Letters of invitation to participate were sent to the principals selected (see Appendix C). In the few instances of outright rejection or unavoidable con-

flict, alternate selections were made. Of the 300 principals selected, 291 interviews were completed. The sample, by regions and categories of principals, is presented in table 3.

TABLE 3

PRINCIPALS INTERVIEWED BY REGIONS AND CATEGORIES OF SCHOOLS

REGION	1	2	3	4	5	6	TOTAL
I	5	5	5	5	5	5	30
II	6	6	5	6	6	6	35
III	6	5	5	6	6	6	34
IV	6	6	6	7	6	6	37
V	7	7	7	7	7	5	40
VI	6	5	6	6	5	6	34
VII	6	5	5	6	6	6	34
VIII	6	5	6	6	6	6	35
IX	2	2	2	2	2	2	12
TOTALS	50	46	47	51	49	48	291

The onsight interviews were approximately two hours in length and included the completion or clarification of questionnaire items when necessary. The states were clustered into nine geographical regions (see table 4) and interviews were conducted throughout the regions by the research team at approximately the same time. The original plan included an analysis by regions; however, this was eliminated as a result of budgetary restrictions.

In total, the study included data from officials of the two national offices, 12 regional laboratories, representatives of 50 state departments of education, faculty members repre-

TABLE 4

REGIONS EMPLOYED IN THE STUDY

REGION I
Oregon
Washington
Idaho
Montana
Wyoming

REGION II
California
Nevada
New Mexico
Utah
Colorado
Arizona

REGION III
North Dakota
South Dakota
Minnesota
Wisconsin
Nebraska
Iowa

REGION IV
Missouri
Oklahoma
Texas
Arkansas
Louisiana
Kansas

REGION V
Michigan
Illinois
Indiana
Ohio
Kentucky
Tennessee
West Virginia

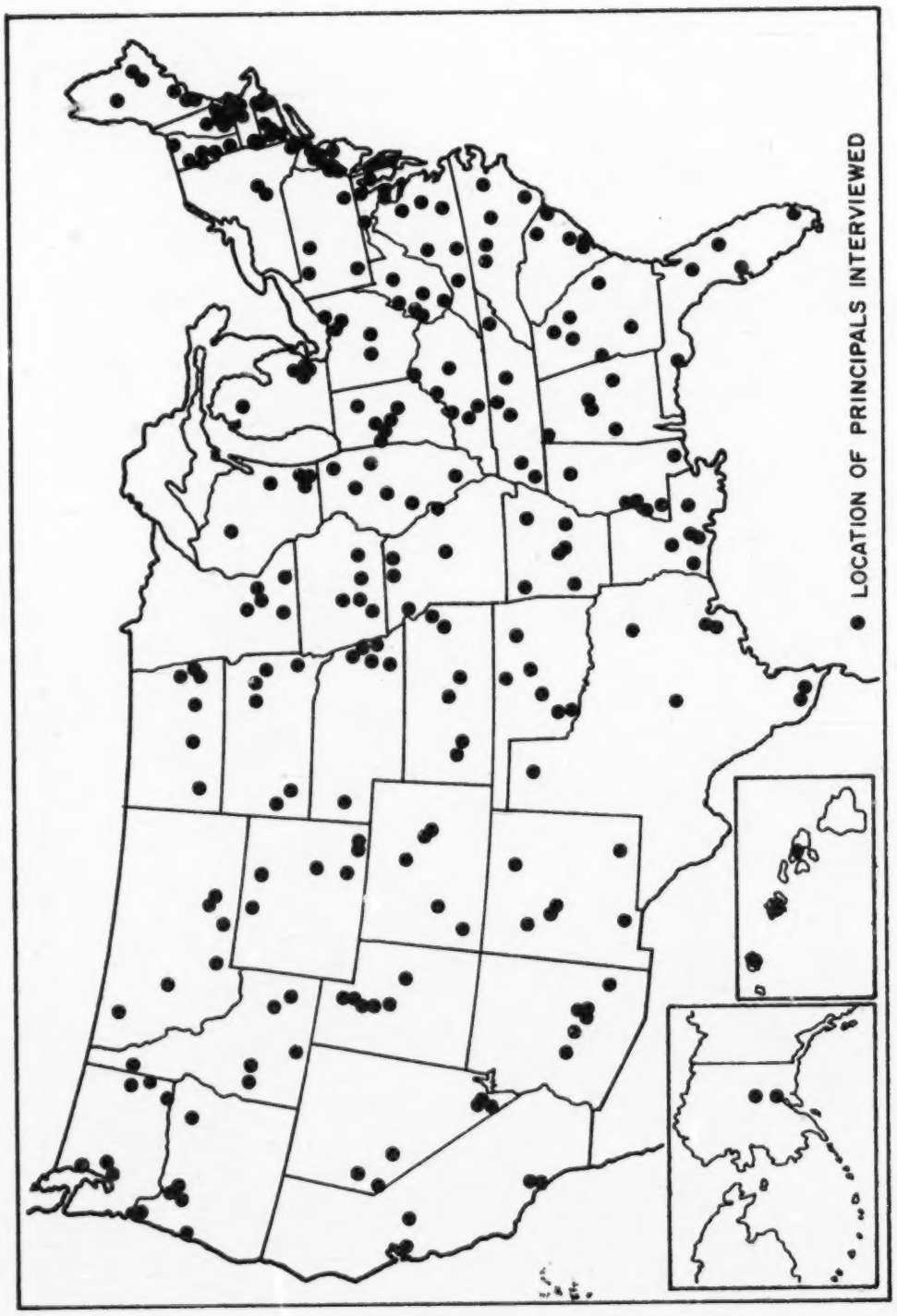
REGION VI
Mississippi
Alabama
Florida
Georgia
North Carolina
South Carolina

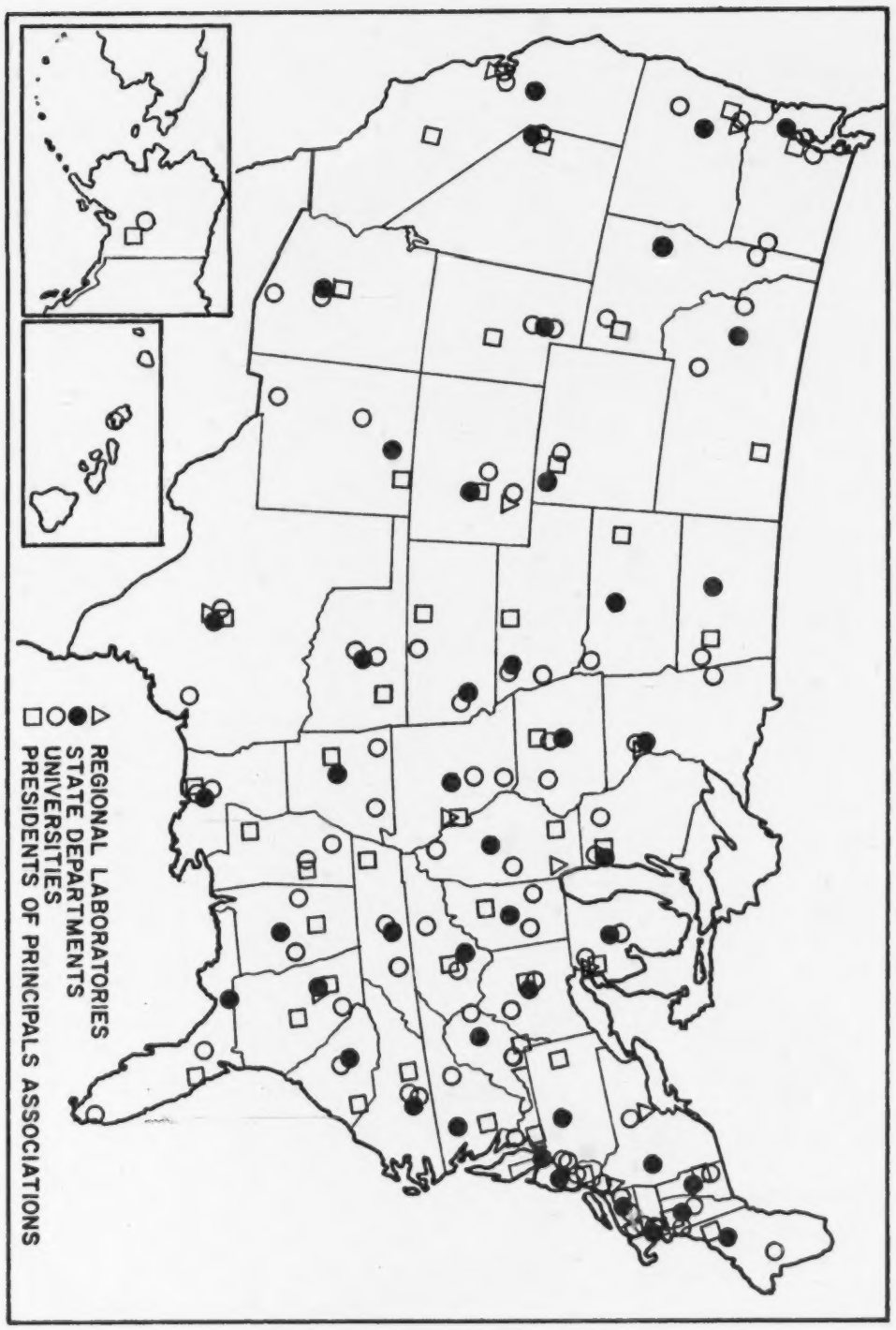
REGION VII
Delaware
Virginia
Maryland
Pennsylvania
New Jersey
New York

REGION VIII
Maine
New Hampshire
Massachusetts
Connecticut
Rhode Island
Vermont

REGION IX
Hawaii
Alaska
Washington, D. C.

senting 87 colleges and universities, 50 officers of the state elementary school principals associations, and 291 visible elementary school principals. In all, 509 respondents were interviewed for the data presented in the study. The interviews held at the location of the interviewee were conducted during the period from November 1968 to May 1969. See the maps on pages 25 and 26 for location of participants.


● LOCATION OF PRINCIPALS INTERVIEWED


REGIONAL LABORATORIES
STATE DEPARTMENTS
UNIVERSITIES
PRESIDENTS OF PRINCIPALS ASSOCIATIONS

Principals' Problems

THREE

THIS chapter focuses primarily on what elementary school principals say about key problems they perceive. Comparative observations of college and university representatives, state departments of education officials, and elementary school principals' association presidents are included where they appear to lend additional insight.

These observations were elicited by asking the principal to identify and expand on what he considers to be *his* three most critical problems. Members of the other three groups also were asked what they perceive to be the three most significant problems facing principals in their states.

Concerns expressed by individuals in these four groups are encompassed by all six problem categories outlined in table 1. Data were drawn from 478 respondents: 291 principals; 87 college and university officials; 50 officers in charge of elementary education from the various state departments of education; and 50 presidents of elementary school principals' associations.*

* Interview data from the twelve regional educational laboratories and from the U.S. Office of Education are not integrated into this chapter. These sources are omitted because they show little reflection on the problems facing elementary school principals.

35

By this method, the most significant problems facing elementary principals—under what circumstances—were discovered. For example, 180 respondents (133 of them principals) named personnel selection and placement as one of the three key problems, indicating that this issue is the most pervasive concern of both principals and other educators concerned with the elementary principalship. Role identification was second in incidence of responses with 98, followed by 79 observations on buildings, 74 on supervision of the instructional program, 71 on referenda, and 70 on district organization policies. Public relations was next with 69. Community influences concerned 66. These latter two issues are allied so closely that their combined responses may indicate that the school's interaction with the community may be the second largest problem of the elementary principal. Despite these larger frequency of responses, every category in table 1 proved to encompass at least one of the top three problems perceived by principals or other educators in the sample group.

Each problem category in this chapter is discussed in the order in which it appears in table 1. The length and depth with which each category is treated in this chapter generally reflects the amount of attention it received from the total number of respondents.

School and Society

Table 5 consolidates the responses made by elementary school principals, college and university officials, state department of education representatives, and elementary

school principals' association presidents. These responses indicate the extent problems of "school and society" are identified by these interviewed groups as being among the significant problems facing the elementary school principal.

TABLE 5
PROBLEMS RELATED TO SCHOOL AND SOCIETY

CLASSIFICATION	Rank of Problem 1	2	3	Total	Principals Only
Community influences	19	21	26	66	50
Federal/state involvement	11	9	15	35	10
Goal setting	2	2	2	6	2
Public relations	21	18	30	69	58

COMMUNITY INFLUENCES

The issue of community influences elicited sixty-six responses, fifty of them coming from principals. Views varied considerably regarding the influence of the community on the schools. Such variation revolves around the nature and extent of community involvement in the selection and direction of principals and the promotion and control of school programs. Judging from the number of responses, principals view community involvement with greater concern than do members of the other three groups. This topic accounts for 5 percent of all top three problems mentioned by principals, while accounting for only 3 percent of all problems mentioned by the other three groups. It was the topic mentioned with second most frequency in region III.

As a problem, community involvement is characterized by the respondents in two ways: either there is too much of it or there is too little.

One principal had this analysis of what he considers undesirable and excessive parental involvement:

> Parents in this area have a high educational background and a high interest in their child's education. They feel they have a right to say and do what they please at the school and this creates problems for the teachers and administrators.

Other principals perceived a lack of community involvement in the schools as a lack of moral support for the educational process.

> Parents are not taking their responsibility of providing for the needs of their children. Parents in this area cannot see the need for education because of existing job discrimination and the lack of job opportunities.

One principal complained of "a lack of interest on the part of parents" who "do not care if their children attend school or not." Another principal lamented: "Parents are often not concerned with the knowledge and skills that their children should have."

Of the fifty times that principals referred to the problems associated with community influences in the school, twenty-five responses were registered in either inner-core or outer-core schools in the large metropolitan centers. Additionally, it is in these same dense population centers where principals typically say that community involvement is lacking and that parents are abdicating their responsibility for cooperative education planning and implementation.

Where the inner-core school exists within the center of a low socio-economic or racially diverse population area, the problems are compounded. One principal said: "This area is loaded with low socio-economic people and the parents have little education. They offer us no support at all."

Another principal said: "Many of these families are ADC (Aid to Dependent Children) families and lack many things, but basically they lack experiences which would help make education relevant."

On the other hand, principals in suburban areas gave responses that indicate a higher degree of community involvement in the schools. If a principal expressed concern that there was too much community activity inside his school, generally better-educated patrons were also indicated.

Addressing the issue of community involvement in his state, the president of an elementary school principals association said:

> There is considerable apathy among community people about schools. It seems that people have trusted the schools too much and expect them to do the job without their involvement. Parents need to get involved and know what is going on in school and push for what is needed.

One university official remarked that the fundamental question in regard to community influences is how to get the community involved in its schools while allowing educators to maintain control over the school system. The issue of community apathy versus community involvement in the framework of "professional control" is far from resolved in many of the school settings where interviews were held.

Where population mobility patterns suggest a high degree of localized population movement, principals indicated that the extent of community influence on the schools is minimized. In one such area, supported largely by a military base, the principal commented:

> Many of the people here are in the military and they do not like the area nor do they fully understand the school's problems. In

> either case, they leave before they have become involved with the school.

In areas where there is considerable low-rent housing, interviews revealed that parents typically are not involved with the school and that the schools suffer from low tax assessments and low property evaluations, factors that give them a meager tax base. In addition to the financial burden that this often places on the total school district, the local affect often is manifested in inadequate building maintenance, insufficient instructional equipment, and/or a totally outmoded physical plant. Overcrowded classrooms and high teacher-pupil teaching ratios are common in these settings.

Many of these same locales are faced with problems of social and family degeneration that manifest themselves in the school setting. One principal said: "Today we have more broken homes, working mothers, and the general breaking up of the family unit. Our kids come to school with these problems."

Another principal added:

> The socio-economic background of this school is extremely poor. Many of these children come from broken homes and many do not live in their own homes. We have to provide many of the welfare and social services in the school which are normally taken care of in the home or in the community.

Many of the schools in these settings have increased their efforts to provide more than a basic educational program when it has been necessary. Several principals said their schools offer clothing, extended evening programs, and supplementary breakfast and dinner meals for pupils who come from disadvantaged homes.

A few principals in inner-city schools expressed concern

over increased incidents of youthful destructiveness centered either on or within the school.

One Negro principal in such an area said: "There is an undertow in this area attempting to destroy law and order. Society wants law and order but we don't seem to want to comply individually."

A college official who supports this line of opinion added:

> Civil disobedience and rebellion have moved into the elementary schools. It seems to be more difficult to handle the students today. There is a tremendous push for excellence for all kids which contributes to this situation. With all this pressure, kids just don't have time to be children. It seems we are trying to make adults out of them too soon. We are letting students assume too much authority in policy-making at a much too early age. We are presenting the idea that whatever they want should be readily provided. And if students don't like something, they should rebel, riot, or just change it. Television and news releases only help to maintain this situation.

In those settings where the school is a focus for community dissidence, agression, and disorder, each section of the community is frequently depicted as having its own selfish objectives.

FEDERAL AND STATE INVOLVEMENT

Within the general area of federal and state involvement in public education, most responses centered on issues related to school desegregation and federally funded programs in the elementary school.

School desegration problems were mentioned by respondents everywhere with the exception of the Northwest, which has a relatively small minority population. Judging from the proportion of responses, the issue appears to be of more concern to college and university officials and presidents of

of elementary school principals' associations than to principals or state department representatives. Of thirty-five respondents who considered this issue to be among the top three problems of elementary principals, principals themselves accounted for only ten; five of that number were from regions IV and V (see table 4), for the most part Southern states, where school desegration and federal involvement are sensitive issues. The other twenty-five responses were from the other three groups, with university officials and presidents of principals' associations accounting for the majority of that number.

Those respondents who addressed themselves to school desegregation problems underlined the intensity of feelings this issue engenders, especially among those affected by desegregation pressures from the Department of Health, Education and Welfare (which oversees and can withhold federally funded projects) and the federal courts. A variety of opinions were ventured on this issue of enforced desegregation, which was often referred to, sometimes pejoratively, as "forced integration."

One of the problems principals identified in hosting federally funded programs is a "system of parallel administration" in their buildings. Principals pointed out that many of the supervisors, consultants, and other specialists assigned to federal projects in their buildings are answerable only to the school district's central-office. These principals said such an arrangement raises the question of who is administratively accountable for instructional programming.

Some principals, critical of state involvement in their schools, complained that state education officials are not providing the impetus and direction needed to strengthen

school programs. One principal said: "The commissioner's office does not have the resources of professional educators needed and the commissioner himself is of questionable quality." Some principals noted that state offices have added consultants to their staffs to strengthen services but complain that the consultants still fail to get out to the school or appear to be of marginal competence.

GOAL SETTING

The potential problems of establishing goals for the educational systems in the communities of the nation drew little attention from any of the respondents. In relating their concern over the development of educational goals, the principals indicated difficulty in translating the demands of their communities into some specific or general educational objectives. One principal explained:

> We have difficulty in determining what the public actually wants. We are not aware of the voice of the public. We are chained to the past and comfortable with tradition and past successes.

There was some indication that a majority of the citizens of the community are not verbalizing their concerns about the educational program in the school. A principal indicated:

> There is a lack of awareness of the community's commitment to education. There is a lack of a vocal middle group. The upper socio-economic group sends its children to private schools and the lower groups do not appreciate education.

Another principal indicated that minority groups are vocal, but their concerns often are not heeded because they are considered the minority and not "important enough to cause change."

A college official explained the apparent lack of educational goals within the state as the direct result of population flux and the presence of a diverse population mixture within the community. As a result, "there is no common community bond upon which to develop common educational goals."

PUBLIC RELATIONS

Public relations and its related problems drew sixty-nine responses from four groups, with fifty-eight of the responses coming from principals. Among the principals, there was a balance of responses in each of the nine regions of the country and among all six classifications of schools.

However, public relations was the number one concern among principals interviewed in the Northwest. It tied for the second place (along with the topic of role identification) in region II, tied third in region IX, and tied fifth in both regions V and VI.

It was clearly a problem of greater concern to principals, accounting for 6 percent of all top three problems mentioned by principals, while accounting for only 2 percent of all problems mentioned by the other three groups. Some principals admitted having difficulty communicating with their patrons and many of them expressed their inability to improve their relations and image within the community.

In most cases, however, principals cited a disinterested and uninformed public as the cause of bad public relations. One president of an elementary school principals' association said:

> There is a breakdown on all levels from the board on down to the classroom teacher in the communications process. As a result, the schools are not getting the support and reinforcement necessary to maintain the programs that they deserve. It is

necessary that the school personnel sell the public and the parents on the school and their program. It is important that they keep the parents informed and help them to understand that it is a joint project in attempting to educate their children.

Several principals said they thought bad relations between parents and the school stem from parental misunderstandings about school programs and curriculum offerings. One principal said, "Religious backgrounds of many of these families conflict with some programs and parts of the curriculum."

A large number of principals viewed working with parents as one of their most difficult problems. These principals noted that many parents are unhappy or dissatisfied after meeting teachers or administrators about child problems. These respondents suggested that teachers need more training and experience in teacher-parent conferences. They also said teachers need more time for such conferences. One principal said more frequent contact with parents would not only improve teachers' "confidence in meeting with parents," but also help eliminate the situation where "we wait to have a conference with the parents until the situation becomes critical."

Some principals said teachers are assigned students every hour of their school day; therefore, they are not available for conferences with parents or other interested parties except during the evenings. They noted that parents are reluctant to come to the school after a day's work and teachers resent giving up their evening time for conferences and meetings.

Several principals observed that they are completely ignored by parents seeking solutions to school-related problems. "They always go to the superintendent and board

rather than to the principal and it becomes blown out of proportion," said one principal.

Colleges and universities often were cited for ignoring proper public relations training in the format of their preservice programs. The three responses of college and university officials on this subject (compared to fifty-eight responses by principals) bear out the relative insignificance with which administrator-training institutions view the public-relations aspect of the elementary school principalship.

Pupil Personnel

Only 9 percent of all responses dealt with problems within the category of student personnel. Nearly half of those 134 responses were directed to the topic of individual student differences. Individual differences ranked among the top three problem areas in regions I, IV, V, VII, and VIII. Of the 134 responses from four groups, only 16 came from college and university officials, state department representatives, and ESPA presidents. Table 6 shows how the interview sample ranked the problems in the category of "pupil personnel."

Table 6
Problems Related to Pupil Personnel

Classification	Rank of Problem 1	2	3	Total	Principals Only
Involvement	3	1	2	6	6
Management	5	14	9	28	27
Pupil assessment and development	15	4	4	23	21
Individual differences	22	22	19	63	56
Cultural differences	2	8	4	14	8

INVOLVEMENT

Only six respondents were concerned about the involvement of students in the actual operation of the school: all were principals. Three of those responses were registered by principals in the inner core.

MANAGEMENT

Adverse conditions in the social environment, such as divorce and broken homes, create problems for the elementary school child. Most principals feel these problems must be dealt with in the school setting. Many schools are located in strife-ridden areas where riots, fighting, and racial upheaval are common experiences. According to the principals, these influences often are reflected in increased disciplinary problems in the school. For example, one principal said:

> . . . the total surrounding atmosphere of the school is that of broken homes, low-income families, poor home-backgrounds and poor attendance-patterns which create many of our disciplinary problems.

Some principals feel that disciplinary problems often are enlarged by the common negative attitudes in the home toward the school. They believe that the child's attitude often is reinforced by that of his parents.

> Children are taught in the homes that you get what you want by taking it and fighting. This is carried into the school. Problems occurring in the neighborhood are brought to school and this creates problems of conflict.

> Many students come from families who have very little respect for schools, teachers, or authority. There is a failure of parents

> to support the school in cases of discipline. Parents resent authority also.

Principals are concerned about what techniques should be utilized in dealing with disciplinary problems. Current practice ranges from corporal punishment to the counseling approach. Some examples of student discipline were noted by the interviewers as they visited the schools.

> One school had a 'drying out room' or 'drunk tank' for students who would come to school under the influence of alcoholic beverages. This room was about 6' by 8' with a cot.
>
> A student was kneeling on the floor with his nose against the wall touching a point in a circle drawn on the wall.
>
> Paddles were hanging on the walls which were there to either intimidate students or to administer swats for discipline.

Principals generally feel that disciplinary problems should be handled by the teacher, but they are not confident of the teacher's ability or willingness to do so. Many teachers, they said, do not have adequate training in the area of discipline and often fail to recognize the real problems of the child.

PUPIL ASSESSMENT

Principals showed consideration for pupil assessment and development and individual student differences. They are primarily concerned about the apparent inability of both teachers and administrators to recognize individual differences and to adjust the instructional program to meet the needs of the individual student.

> Teachers lack the understanding and knowledge of recognizing the levels or capabilities of students and teaching for these differences. They want to keep all students at the same level.

There is a failure on the part of teachers to use test results and many do not understand how to use the results.

Teachers are not trained to develop creativity in students. Administrators are not trained to help develop inservice programs for teachers in this area.

We are just beginning to recognize the needs of individual children, but we lack the specialists to work in these programs.

The responses of the principals, however, indicated that even greater problems prevent the successful implementation of individualized instructional programs. Specialized staff members are required in most cases and physical facilities often are too inflexible to allow for necessary changes in scheduling and staffing patterns.

We lack the back-up staff for our individualized programs. When people are gone, we have no one to replace them. There is a lack of trained personnel and a lack of funds to provide the time and facilities for the programs.

We have no facilities for learning and listening labs. There are no facilities for grouping into various group sizes.

When the addition was made to our building, there was no consideration given to special classes which require special facilities.

Though elementary school principals are aware of the critical differences among elementary school children, they face serious problems in attempting to revise their programs to allow for these differences. Better trained teachers, more specialized teachers, and more appropriate physical facilities are considered the greatest needs relative to the development of individualized instructional programs.

CULTURAL DIFFERENCES

In those schools having large numbers of students of diverse

cultural backgrounds, the elementary principals have unique problems. One principal said of his situation:

> Fifty percent of the enrollment is Mexican-American. There is a great mobility of the migrant worker. The problem of balancing the Mexican-American and other students in the various classes creates serious concern for our teachers and parents.

In many of these situations, principals noted, it is necessary to employ bilingual teachers; however, such teachers are difficult to keep because of the demand for their services.

Principals of ghetto-area schools said they find it difficult to attract teachers who can deal with the unique problems of the ghetto child. Many teachers are not properly trained to teach in these schools and many qualified teachers are reluctant to teach in them, a number of principals said.

Responses of principals indicated that similar problems exist in schools newly integrated. Pupils in these schools have dissimilar backgrounds and the need for well-trained teachers and specialists, diverse materials and supplies, and flexible physical facilities is critical, some respondents said. Principals said they find it increasingly difficult to find teachers able and willing to take on the instructional problems encountered in the recently mixed school.

Instructional Program

Problems mentioned most frequently by the interview sample are those related to the maintenance and improvement of the instructional program in the elementary school. As cited at the beginning of this chapter, and as shown in table 7, 133 principals and 47 respondents in the other three groups were most concerned with the area of personnel selection and placement within the instructional program.

And seventy-four, including sixty-four principals, saw supervision of the instructional program as a key problem area.

TABLE 7
PROBLEMS RELATED TO INSTRUCTIONAL PROGRAM

CLASSIFICATION	Rank of Problem 1	2	3	Total	Principals Only
Evaluation	4	6	3	13	3
Personnel selection and placement	55	61	64	180	133
Supervision	33	24	17	74	64
Innovation	14	12	11	37	27
Inservice	8	12	13	33	21
Curriculum development	11	23	18	52	39
Communication	8	7	4	19	11

EVALUATION

Only three principals showed concern for problems involving evaluation of elementary school programs. Some presidents of elementary school principals' associations and some college and university officials said they believe that principals are not much concerned with evaluative procedures.

State department officials, however, expressed concern that principals are not effective at evaluating teachers. Principals, they said, lack the proper criteria and techniques for the evaluation of their instructional staffs. These officials said principals basically lack formal criteria on which to base evaluative judgments. Consequently, these officials contended, evaluative criteria often are not clearly understood and teachers tend to reject negative evaluations as subjective and unprofessional. In some cases, school boards and superintendents require evaluations primarily for salary

schedule purposes, thus denying teachers fair evaluations in terms of their instructional effectiveness.

PERSONAL SELECTION

Personnel recruitment, selection, and retention is the most pressing problem of the elementary school principal, this study found. Responses indicate that it ranks as the number-one problem in regions II, III, IV, VI, VII, and IX, and second in region I. Its mention amounted to 16 percent of all key problems identified by principals. Responses were evenly distributed among the six school classifications.

Principals said they have difficulty recruiting and retaining their teachers because salary schedules are relatively low in comparison with those of other schools, because teacher-student ratios are high, and/or because the locale of their school is not attractive to the qualified teacher.

Principals' responses showed that recruitment procedures in small elementary school districts often consist of reading placement papers, corresponding with candidates by mail, and sending out brochures—all accompanied by a considerable degree of hope. While teachers occasionally accept positions in these districts for the sake of adventure or a new challenge, they rarely stay any length of time.

One college official described the recruitment problems of the small school district as follows:

> Schools in outlying areas are not attractive to qualified teachers. Therefore, those teachers that are professional do not go into the rural areas. Rural teachers are usually housewives or someone who owns a business in the community or an old-time resident of the area. Salaries are very low in these areas.

Responses indicated, however, that schools in densely populated urban areas also have recruitment problems. Because

inner-core school districts generally have a low tax base, funds for teachers' salaries often are severely limited. High teacher-student ratios, poor physical facilities, poor working conditions, and the disciplinary problems of the inner-core school also discourage qualified teachers.

Many states do not have competitive teacher salary schedules and are unable to employ support personnel in the elementary school. School districts lack the financial means to provide adequate guidance personnel, aides, librarians, reading specialists, art and music specialists, or even adequate secretarial help for the elementary school principal. Some principals said that the public and the superintendent recognize a need at the secondary level but still assume that "anyone" can teach elementary grades.

The role of the elementary teacher is being scrutinized in many states and the concept of differentiated staffing patterns is under consideration. Teacher aides, educational technologists, teaching interns, probationary and provisional teachers completing certification requirements, the certified teacher, and the "master" teacher are all being considered as integral components of an instructional staff. The success of such an innovation in the staffing pattern of the elementary school depends largely on the availability of sufficient funds, and most principals feel that such a change cannot be implemented until present funding practices are revised.

Respondents from all four groups indicated they are growing more concerned about the adverse effects noncompetitive salary schedules and the public attitude toward the teaching profession have on the profession as a whole.

Many principals expressed great concern about staffing

their schools. They said that teachers are not prepared to enter their schools because the teachers are not familiar with modern teaching techniques and programs being offered in their schools.

> This school is of the nongraded type and uses team teaching and other modern techniques of teaching. Many teachers are uncomfortable in this type of situation and therefore cannot function adequately. Turnover of teachers is high because young teachers move more and that is the type of teacher which is found in this type of school.

Some principals complained that college training programs are failing to produce teachers abreast of the current trends, skilled in motivating the unmotivated, creative in providing for cultural differences, and capable of coping with classes of thirty or more students. Principals reported that if these teachers had an intern program whereby they might experience some of these new concepts and techniques, the new teacher might be better prepared to meet these situations. The intern program would also help alleviate the need for some of the inservice programs that could in turn be directed toward other areas of concern to the teacher.

Some principals were not only concerned about the difficulty they have in attracting well-prepared teachers to their schools, but they also were concerned that occasionally they are not even involved in the selection of teachers.

SUPERVISION

Sixty-four principals were concerned about their apparent inability to provide adequate supervision. Supervision accounted for 7 percent of problems outlined by principals. Regions IV, V, and VIII showed the greatest frequency of

concern and principals in regions V and VIII indicated that supervision is their single greatest problem.

Principals said that the greatest problem involving supervision is their lack of time for classroom visitations and teacher conferences. Administrative details and managerial responsibilities preclude too much of their time to provide good supervision.

The primary reason the principals gave for not having adequate time for supervision is that they don't have secretarial assistance or supportive staff to handle routine duties.

> There is too much detail work coming from the central office and I lack the supportive assistance to adequately comply with the demands.
>
> There are too many forms and too much red tape in acquiring district items. I lack the secretarial help that is necessary.
>
> Too much time is spent on discipline problems, administrative details, and public relations.

Principals also noted that elementary teachers are burdened with nonteaching duties and are seldom available for conferences.

INNOVATION

Principals indicated that they face several significant problems in the planning, development, and implementation of innovative programs. While a principal is expected to determine which innovations best meet the needs of the students in his particular school, many principals indicated that they do not feel capable of making such decisions. Several principals said that their own preservice training had not prepared them to evaluate research findings and to predict the

relative success of an innovative idea within the school setting.

Some principals also expressed concern over what constituted an innovation. One such principal said:

> It is difficult to identify what is meant by some terms. There is also dishonesty in representing what is being done in our schools. We like to make a big impression. It seems like the whole system is like that. In college its "publish or perish" and in the public school we brag about how advanced we are. It's sort of a "publicity syndrome."

According to some state department of education officials, one of the first problems a principal encounters in making changes of any kind in the elementary school is the scarcity of district funds for developmental projects. Elementary school principals said they are handicapped because any available funds generally are allocated to secondary schools.

> The emphasis and pressure is from the top levels and the educational organization responds to these pressures from the top. We therefore allow the kindergarten pupil as well as the primary pupil to attend school without the proper facilities and upgraded curriculums. Twenty-two percent of kindergarten children in this state, in the past several years, did not pass one of the first three grades in our elementary schools. Most of the chief school officers are secondary-oriented people; therefore, the programs are designed with the secondary in mind with the remaining emphasis on the primary.

According to some principals, district administrators tend to be conservative in their attitudes toward innovative ideas; they do not encourage the elementary school principal to develop innovative programs.

> The superintendent is afraid to rock the boat. He is afraid to let this school be different from others.

> The district requires that we remain with the traditional program. Principals have little, if any, autonomy in their programs.
>
> No active research is going on in the district and the superintendent is reluctant to experiment; he does not understand or is not aware of what is going on around him.

Some principals said that teachers, too, tend to resist change. Most teachers, they said, have had years of training and experience in the traditional programs and techniques. They are reluctant to take on the extra work involved in planning a new program and they lack confidence in their ability to implement an experiemental program.

> Teachers believe that teaching is an end rather than a means to an end. Teachers think too much about what they can cover rather than what they can uncover.

Several principals said their communities are somewhat conservative; the citizens prefer schools to operate under the traditional methods.

> There is still the old emphasis upon the Protestant ethics that work is virtuous; therefore, we in education continue to maintain a high level of activities in academic processes but fail to allow the children individual development and research. Many schools today contribute to the mental health problem through pressures and competitiveness of the classroom.

One respondent said parents and community members tend to trust the 'known," even if it is of questionable effectiveness. "New ways mean work for people—teachers as well as the administrators and the public."

INSERVICE

Noting the inclusion of innovative programs and staffing patterns into the elementary schools, many principals indi-

cated an awareness of the need for increased inservice teacher training. Some principals said they have difficulties trying to provide inservice training for teachers. It is difficult for some principals to decide what kind of training (or retraining) is needed most; teachers in a single school may differ considerably in preparation, experience, and attitude. One principal said:

> We need first to discover in what areas teachers need help. We are unable to recruit qualified personnel. The new teachers are smarter but less qualified to teach in our schools of today. They are less dedicated to teaching and there are too few elementary trained teachers.

Responses indicated that several factors make the principals' task even more difficult. Most elementary school teachers, assigned heavy teaching loads, cannot afford time away from the classroom for self-improvement. Many are unwilling to donate their own time to inservice training. A principal observed:

> There is a lack of time for inservice on new techniques and materials. Teachers are scheduled full time and have various duties and some teachers lack the desire to develop new ideas.

Other responses showed that some states provide little or no incentive for teachers to seek inservice training. In one state, life certificates are given to teachers after five years' teaching and they are not required to have further training or coursework. Other states do not require certified personnel to enroll in any inservice training.

Finally, respondents indicated that many districts do not have the financial ability to support inservice activities. They cannot pay substitute teachers and they cannot afford the necessary consultants to conduct special training programs.

In some cases, funds are so inadequate that orientation sessions for new teachers cannot be provided nor can activities be financed to upgrade the more poorly qualified teacher.

CURRICULUM DEVELOPMENT

Many principals observed that the elementary school curriculum is rapidly being expanded by many school districts in an effort to prepare elementary school children for secondary-level programs. Many offerings have been added to the elementary curriculum that require special teachers or at least more teachers. Principals complained, however, that additional staff members have not always been provided and that the regular staff has had to assume the extra responsibility. One principal observed:

> Increased curricular requirements are not being met with increased staff. There is a watering down of the offerings because of the lack of finances for specially trained personnel or just plain additional staff for additional offerings.

Curriculum planning and development under these conditions are naturally difficult, principals pointed out. Neither the principal nor the teaching staff has the time to become acquainted with new curricular designs and related materials; neither has the time to become involved in the careful cooperative planning of curriculum changes within the school. A principal commented:

> We need to develop the curriculum for the needs of the children rather than change children for the needs of the curriculum. We need active leadership from the administration rather than just talk. We need to involve the staff in the decision-making process.

Some principals complained that central-office personnel

in their districts assume responsibility for the planning, development, and implementation of curriculum changes and fail to involve the principal to any significant extent in these important aspects of the elementary school program. These principals said they would like to be given more opportunities to participate in curriculum development. They said they would like to be provided with the necessary support staff to give them more time to do so.

Responses made by college and university officials pointed to curriculum development in the elementary school as a significant problem. Many, however, said they do not think the elementary school principal is properly informed or adequately trained to assume the leadership in this area.

COMMUNICATION

While relatively few principals referred directly to problems involving communication with the public and with school personnel, many of their responses implied that this is a problem. Many of these concerns have been discussed under the general category of "public relations." Also, many principals indicated that they have problems associated with communications when asked by interviewers to describe their own personal weaknesses as administrators.

One state department representative attributed the lack of communication skills among many principals to their lack of proper training in elementary school administration.

ADMINISTRATIVE LEADERSHIP

While the interview sample generally was critical of the leadership abilities of the elementary school principal, it is significant to note that the bulk of that criticism came from respondents who were not principals. Of 183 respondents

who identified key problems under the category of "administrative leadership," only 70 were principals and only part of that number were self-critical. As table 8 shows, "role identification" drew ninety-eight responses—fifty-five of them from principals—making it the largest problem area identified under "administrative leadership" and the second-largest problem area in the study after "personnel selection" and "placement." As a major problem, "role identification" tied for second in regions II and III and fifth in regions I and V.

TABLE 8
PROBLEMS RELATED TO ADMINISTRATIVE LEADERSHIP

CLASSIFICATION	Rank of Problem 1	2	3	Total	Principals Only
Climate					
Personal values	6	6	4	16	1
Style	10	6	3	19	5
Preparation	8	5	6	19	4
Resources	2	3	3	8	0
Inservice training	4	9	4	17	0
Role identification	50	29	29	108	55
Research	2	1	3	6	5

CLIMATE

Questions relating to the personal values and style of a school administrator that influence the climate of the school drew thirty-five responses. However, only six of those responses were from principals: one of sixteen responses on "personal values" and five of nineteen on "style." Thus it appears that principals do not see the values or style of their leadership as the problem that other educators in the sample do. According to some respondents, principals

are finding it difficult to provide the kind of leadership that stimulates an emerging group of professionals to do a more adequate job of educating pupils. Respondents said changing demands, the multiplicity of innovations, and compulsory negotiations contribute to conditions that require leadership skills unfamiliar to many principals. The president of an elementary school principals' association observed:

> Part of the problem is due to the principal's own failure to recognize the professional abilities of his own staff. He feels that he should be adequate in all subject areas and this is not possible. He must learn to provide leadership so that his professional staff feel that they are allowed to do it themselves. The principals have been insecure and have felt that they had to provide the leadership themselves by possessing the expertise in all subject areas. They behaved in such a way as to say "do it my way, or it won't be done at all."

Other respondents felt that many principals are ignoring the changes that have taken place around them. They have failed "to assume a leadership role for fear that they might rock the boat," said a college official. Their schools are not innovative and a lack of enthusiasm permeates the students and staff, said another.

PREPARATION

Of nineteen respondents who identified the preparation of elementary principals as a major problem, only four were principals. State department of education officials in all nine regions indicated that present preparation programs for elementary school principals are inadequate. A college representative supported that contention with this observation:

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> The training and preparation of elementary principals are inadequate. Priorities have been misplaced. There is a need to train instructional leaders. The superintendent, however, often pushes unqualified people into the leadership role; they may become plant managers really because they don't have the background necessary to be instructional change agents.

An ESPA president commented:

> Most of the principals' training, as well as that of the teachers, is such that they are only capable of perpetuating the system as it is. Most training programs have not provided them with the necessary skills to implement change and to make the adjustment necessary within the organization.

One of the principals who felt he lacked adequate preparation for his job had the following observation.

> My concern is for my own limitation in the development of new programs. This is due to the lack of training I have had and the lack of availability of courses or workshops to prepare myself. My background is in the secondary field and I feel inadequate to help elementary teachers, particularly in the primary areas. I do counseling with teachers and parents without adequate training and preparation. My preparation as a teacher and principal did not include courses to give me a background in this area.

The preparation of elementary school principals is detailed in chapter 5.

RESOURCES

Of eight respondents who identified "resources" as a major problem area, none was a principal. Four of those responses were from ESPA presidents who felt difficulties exist in securing resources to assist in improving administrative leadership in the schools.

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INSERVICE TRAINING

Seventeen respondents identified "inservice training" as a major problem area; again, none of them was a principal. State department of education officials were the most frequent respondents to this issue. It was their general feeling that existing inservice programs for elementary school principals are inadequate.

ROLE IDENTIFICATION

As noted before, "role identification" elicited the second most responses in the study. Fifty-five of the ninety-eight responses on this subject came from elementary principals themselves and reflected an even distribution from principals in all six school classifications. Sample responses on this subject indicated that the role of the elementary school principal is not well defined. Many responses further indicated that the elementary principal feels he is accorded minimal recognition by school superintendents and the community for his position of professional leadership. As one principal commented: "The elementary schools are not too important in the eyes of the people. They feel anyone can teach there or be an administrator there."

An ESPA president observed:

> The elementary principal is considered an errand boy and a disciplinarian rather than a professional administrator with leadership responsibilities in the district. The background of the elementary administrator in coming from areas other than the elementary school has had an affect on the evaluation and definition of his role.

A university official asked the critical question:

> How much authority is delegated to the principal by the superintendent? Does it match his responsibility? Public image is old fashioned. The principal does not have a self-image or realization of his role. Principals tend to think of themselves as keepers of buildings rather than educational leaders. Principals still think of themselves as the "principal-teacher" and do not see themselves as a manager or executive.

The self-concept cited in the preceding paragraph has ample basis in fact. In one state, for example, a state education department official noted that only 28 principals in 450 elementary schools devote all of their time to administration. In another state, a state department official said that out of 232 principals listed at the elementary school level, only 35 are full-time principals; all others are teaching principals. Some sample responses indicated that principals, in addition to teaching, often do their own office work because secretarial help is not provided. Other responses revealed that principals in some districts administer two or more buildings at the same time. Many respondents said they feel that such cuts into the principal's administrative time reflect the limited importance given to the position by the school district's central administration.

Some respondents indicated that under such conditions the principal often finds it convenient to be a routine manager and difficult to take any other role concept seriously. Thus, according to one university representative:

> Many elementary school principals use the position as a stepping stone upward. It's not really considered as a professional position. I find that very few men principals stay in their position very long. They tend to move on up to an assistant superintendent. Many are involved in extensive duties in addition to their principalship duties, such as handling bus schedules and doing

> some coaching on the side to get additional pay. Many don't understand what the duties of the elementary school principal are. They are inadequately trained and many are secondary people who have been appointed to the position of elementary school principal and don't really realize what they are supposed to do.

Many elementary principals were especially critical of school district central-office staffs, charging that central staffs are "oriented to the secondary school" to the detriment of the elementary school. The central staffs, many principals said, are unaware of or unconcerned with the issues and problems of the elementary school. Principals said they resent secondary schools receiving a greater share of the financial pie and they resent being accused of not adequately preparing pupils for entrance into the secondary level.

Further, principals expressed resentment that many of them are responsible for a school while being excluded from planning related to the school and its programs. (As previously noted, they object to being excluded from participation in the selection of personnel who will be assigned to programs for which they are responsible.)

A university representative, who said principals should try to reverse the conditions which prompted the complaints, noted:

> The principal must be provided more opportunity for the control of his own school and an opportunity to have a say in tne total school operation as far as contributing to policy development. Unless a principal takes it upon himself to identify more specifically his role and to firm up his position, which includes a leadership role in policy-making, negotiations, and decision-making, he is going to be left out completely. At the present time, some principals are not involved at all in total district leader-

> ship roles. Principals must take a stand and be in a position of leadership.

Some principals said they feel too much is expected of them in terms of overseeing the school's noninstructional program. One said:

> I cannot be an expert in all areas and fields. The noninstructional program takes too much time from the instructional program and there is a lack of supportive specialists to relieve the principal of some duties and responsibilities.

Some respondents noted that the roles of the supportive staff often are no better defined than that of the principal. They added that such lack of role definition and definition of responsibilities often is the cause of conflict between support staff and principals.

Respondents also noted that the role of the principal in relation to his teaching staff is changing and becoming more uncertain as teachers demand more rights, privileges, and immunities through unions, professional organizations, and collective bargaining.

RESEARCH

"Research" drew only six responses from the sample, but five were from principals. Those who responded to this issue said they could find little time to engage in research or to utilize research. "Finding time to keep up with current literature is impossible because of all the time taken up by administrative detail work," commented one principal. Another said, "There is too little time to do research necessary for innovation because of the many small details of the job."

Organizational Texture

Key problems under "organizational texture" were identified by 184 respondents in the sample, but only 69 of them were principals. "District organization policies" elicited seventy responses, thirty two of them from principals, making it the largest problem under "organizational texture" and the fifth-ranked problem in the study. Under "organizational texture," "district organization" tied with "individual differences" in region VIII as the second most identified problem and was part of a three-way tie for third most significant problem in region IX. Table 9 shows the range of concern expressed by the interview sample with regard to "organizational texture."

Table 9
Problems Related to Organizational Texture

Classification	Rank of Problem 1	2	3	Total	Principals Only
Building organization	0	1	4	5	3
District organization (Policies)	23	21	26	70	32
Militancy	9	7	3	19	4
Negotiations	15	16	12	43	9
Administration employment practices	6	3	6	15	1
Communications	9	11	12	32	20

Building organization

"Building organization" was listed by only five respondents, including three principals, as a major problem. No trend of thought was discernible among the responses to this issue.

DISTRICT ORGANIZATION

Those responses in the sample that deal with "district organization" as a major problem are tied in with previously discussed responses on "role identification." As noted before, the elementary school principal feels excluded from the district's policy-making process. In addition, he often feels that he has less status in the district than do other school officials.

Several principals were critical of the political motives of school-board members and superintendents or other powers in the community.

NEGOTIATIONS AND MILITANCY

The areas of "negotiations" and "militancy" drew sixty-two responses. Principals accounted for thirteen of that total. Nine principals of forty-three respondents addressed "negotiations" as a major problem area and four principals of nineteen respondents were concerned about "militancy." Neither issue was in the top five ranking in any region of the country. Most respondents pointed to past administrative practices and to rising social pressure as the causes of the recent upswing in what they regard to be teacher militancy.

EMPLOYMENT PRACTICES

While fifteen respondents identified the selection of elementary principals as a major problem, only one of them was a principal. Several of the respondents were critical of the criteria used to fill vacancies.

Respondents suggested that certification requirements for elementary school principals are inadequate in many states. Some of them said temporary certificates too often

are liberally awarded and the rules for meeting certification standards often are loosely enforced. Some of them believe this is the reason many elementary school principalships are staffed by head teachers, former coaches, or other poorly qualified personnel. They cited the failure of school district officials to recognize the importance of the elementary principalship as the main barrier to the elevation or creation of certification standards.

COMMUNICATION

Of thirty-two respondents who identified "communications" as a key problem, twenty were principals; most of them gave responses that indicate communication problems are tied in closely with "role identification" and "district organizational policies." However, no principals from the inner-core school addressed the subject of "communications." Several principals were distressed at what they consider one-way communication: from district administrator to principal.

FINANCES AND FACILITIES

"Finances and facilities" and their related problems drew 253 responses from the sample, including 176 from principals. The three top issues were "buildings," "referenda," and "service staff." "Buildings," listed as the second-ranked problem in regions VI and IX, tied for second in region VII, tied for third in region IV, and ranked third in regions II and III. "Referenda" ranked fourth in regions I and III and tied for fourth in region II. "Service staff" tied for third ranking in region VIII and was fourth in region IV. Table 10 shows the distribution of responses.

TABLE 10
PROBLEMS RELATED TO FINANCES AND FACILITIES

CLASSIFICATION	Rank of Problem 1	2	3	Total	Principals Only
Maintenance	2	0	4	6	5
Service staff	7	13	19	39	29
Records	0	0	1	1	0
Equipment	3	7	5	15	11
Supplies	8	16	13	37	28
Referenda	28	24	19	71	39
Transportation	0	2	3	5	4
Buildings	24	28	26	78	60

MAINTENANCE AND STAFF SERVICE

Principals who identified "maintenance" and "service staff" as problems generally complained of difficulty in finding an adequate supply of personnel qualified or competent in these areas. One principal commented:

> The problem we have with custodians is that they will not do anything unless they are told to. They let things slide and will not cooperate with the teachers. We have been unable to find competent people for these positions.

Several ESPA presidents cited shortage of qualified clerical assistance for principals as a major problem. They cited a lack of funding for enough clerical personnel and low pay for existing clerical personnel as the underlying causes of this problem.

RECORDS

Only one respondent—who wasn't a principal—saw the maintenance of records as a major problem.

EQUIPMENT AND SUPPLIES

Eleven principals of fifteen respondents identified "equipment" as a major problem and twenty eight of thirty seven listed "supplies." Generally the respondents cited a lack of funds for enough of these necessities. One principal said that at the opening of one school year he had 2,300 pupils in his building and yet received only enough supplies for 200.

Many respondents also complained that administrators who distribute funds give low priority to the needs of the elementary schools. Some elementary principals said they get what is left after the secondary schools have been supplied; some principals of predominantly Negro elementary schools complained that the white schools get higher priority.

REFERENDA

Insufficient financial support from local, state, and federal revenues was identified as a major problem by seventy-one respondents. Thirty nine of them were principals and nineteen were ESPA presidents. Respondents blamed their money shortage on local property taxes, inadequate tax bases, unequal appropriations of state funds to local districts, negative attitudes of legislators and the public toward education, and limited funds for schools. They cited overcrowded classrooms, low salaries, poor equipment, and minimal supplies as the result. Many felt little hope for any significant change.

Principals in several suburban and intermediate districts said rapid population growth is the major cause of financial problems in the school. They noted that families are flooding into areas that have little industry to share the tax burden.

Consequently, people feel threatened by property tax increases; in many cases, they have organized resistance to increased property taxes.

Responses indicated that population mobility has caused financial problems in urban schools as well. As a university representative noted:

> The rural areas do not have the industries and the cities that do have the industry are finding that their assessed evaluation is being lowered because of the establishment of ghetto areas.

Respondents indicated serious concern that neither the public nor the state legislatures fully appreciate the needs of education, especially at the elementary level. Many respondents said educators need to do a more effective job of communicating the needs of the schools to the public and its elected officials.

SCHOOL BUILDINGS

Buildings ranked as the biggest concern of respondents in the area of "finances" and "facilities." Sixty principals of seventy-nine respondents listed the condition of their buildings as a major problem. Generally, the respondents said buildings are old, small, and incapable of adequately supporting new programs. Many principals complained that the elementary program too often is relegated to old buildings discarded after high-school use. As one principal said:

> State accreditation standards require the district to build a new facility for the high school, but there are few and in some cases no standards which require new and better facilities for the elementary schools.

Another principal said:

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This building was originally built as a senior high school. Other programs are housed in a church and other public buildings. These facilities are only conducive for the traditional approach. It is the only school with telephones in the lavatories. The boys' lavatory has been claimed for the school nurse and the girls' lavatory for the reading teacher.

Still another noted:

We need special space requirements for some of our programs. We are overcrowded and must use cafeteria space and such areas which are not conducive to good teaching practices.

Many respondents accused superintendents and school boards of failing to press for better facilities, pointing out that these officials fear to jeopardize their positions by asking constituents for additional funds.

TABLE 11
RESPONSES OF PRINCIPALS BY SCHOOL CLASSIFICATION AND PROBLEM CATEGORIES
COMBINATION OF ALL REGIONS

PROBLEM CATEGORIES	School Classification 1	2	3	4	5	6	Total	Sub-Heading %	Major Area %
1. School and society							120		14
1.1 Community influences	17	8	7	8	9	1	50	6	
1.2 Federal and state involvement	4	2		2	2		10	1	
1.3 Goal setting				1		1	2	.2	
1.4 Public relations	12	11	8	10	8	9	58	7	
2. Pupil personnel							117		14
2.1 Involvement	3	1	1	1			6	.5	
2.2 Management	6	8	1	4	6	2	27	3	
2.3 Pupil assessment and development	8	3	1	5	3	1	21	2	
2.4 Individual differences	14	12	8	7	8	7	56	7	
2.5 Cultural differences	3	1		2		2	8	.9	

PROBLEM CATEGORIES	School Classification 1	2	3	4	5	6	Total	Sub-Heading %	Major Area %
3. Instructional program							298		35
3.1 Evaluation				1		2	3	.3	
3.2 Personnel selection and placement	21	22	21	26	23	24	137	16	
3.3 Supervision	13	11	13	11	7	12	67	7	
3.4 Innovation	1	5	9	6	3	3	27	3	
3.5 Inservice	2	4	5	2	4	4	21	2	
3.6 Communication	1	1	2	3	3	1	11	1	
3.7 Curriculum	4	5	6	13	3	8	39	4	
4. Administrative leadership							70		8
4.1 Climate							(6)	.6	
4.1 a. Personal values						1	1	.1	
4.1 b. Style		1	1	2		1	5	.5	
4.2 Preparation	1		1		1	1	4	.4	
4.3 Resources									
4.4 Inservice training									
4.5 Role indentification	9	8	9	12	7	10	55	6	
4.6 Research	2		1	1		1	5	.5	
5. Organizational texture							69		8
5.1 Building organization					1	2	3	.3	
5.2 District organization (policies)	1	5	7	6	4	9	32	3	
5.3 Militancy	1	1				2	4	.4	
5.4 Negotiations	1	5	1	1	1		9	1	
5.5 Administrative employment practices	1						1	.1	
5.6 Communications		3	4	3	5	5	20	2	
6. Finances and facilities							176		21
6.1 Maintenance	1	1		1	1	1	5	.5	
6.2 Service staff	3	3	7	7	5	4	29	3	
6.3 Records									
6.4 Equipment	1	1	4	2	2	1	11	1	
6.5 Supplies	3	4	3	5	9	4	28	3	
6.6 Referenda	3	3	6	6	10	11	39	4	
6.7 Transportation		1	1		2		4	.4	
6.8 Buildings	10	5	7	9	13	16	60	7	

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Sources of Assistance

REPRESENTATIVES of five resource agencies were interviewed to find out what kinds of assistance they made available to elementary school principals. An attempt was made to identify the assistance programs available through the U.S. Office of Education (USOE), state departments of education, colleges and universities, state elementary school principals associations (ESPA), and regional educational laboratories. The functions of these agencies differ considerably from each other, and their activities vary greatly in design and effect.

U.S. OFFICE OF EDUCATION

Originally, the USOE concentrated on gathering statistics and distributing information regarding "the condition and progress of education in the several states and territories." Today its responsibilities encompass 76 separate programs that provide services either directly or indirectly to the 55 million students in our nation's schools, to 20 million adults in continuing education programs, to two and one half million teachers, 105,000 elementary and secondary schools, 25,000 school districts, 2,200 institutions of higher education, and 55 state and territorial departments of education.

CHARACTERISTICS

Recognizing state and local responsibility for education, the multiplicity of programs to be implemented and the press of the Legislature, the USOE now finds itself in a delicate position confronted with numerous problems. To accomplish the objectives set forth in a deluge of legislative programs while remaining neutral in exercising control over "curriculum, programs of instruction, administration, or personnel of any educational institution" calls for exceptional care. The question of how much influence categorized programs, guidelines, reporting requirements, and matching provisions have on decision making at the local level is continually asked but unanswered. Philosophical statements and guidelines emanating from the divisions of the U.S. Office emphasize dedications to the premise that "free public education as conceived in this nation is the responsibility of, and must operate under the control of, state and local governments." Yet the USOE describes its purpose as "affording, and using its influence to cause to be afforded, the opportunity for every person in the nation to be as well educated as his capacity permits" and sets forth criteria requiring that the "state educational agency make certain determinations consistent with such basic criteria as the Commissioner may establish . . ." Despite this ambiguity, the intent of the U.S. Office seems to be to encourage and assist local school districts in the development of programs dedicated to changing people, providing services, and improving practices.

PROGRAMS

The vast array of programs administered by the USOE, which pour vast sums of money into elementary and second-

ary schools across the nation, are devoted to (1) improving the quality of education at every level for all persons in the United States, (2) bringing equality of educational opportunity to various groups of citizens who have not had it in the past, and (3) helping educational institutions examine themselves in light of society's changing requirements. Some of the objectives of these programs are to overcome educational deprivation, to improve library resources, to strengthen instruction, to encourage desegregation, to overcome language difficulties, to reduce school dropouts, to improve counseling and guidance, and to strengthen personnel who serve in elementary and secondary schools.

The extent of influence that existing programs have on local school districts is not clearly established. One estimation of effect is in terms of the amount of funds being funneled into specified programs. Approximately three-fourths of Title I money goes into the elementary school since the U.S. Office considers this to be the most effective level at which to deal with problems of educational deprivation. The Elementary and Secondary Education Act (ESEA), the Title VII Bilingual Education and the Economic Opportunity Act (EOA), and the Title II Follow-Through programs also are directed toward elementary school children. These programs are limited to those schools selected by the USOE on the basis of nominations from state agencies and/or invitations to submit formal proposals. Because of limited funds, these programs are reaching only a fraction of the children eligible to receive assistance.

Interdepartmental difficulties exist between offices dealing with civil rights problems. Where one office used to handle all problems dealing with desegregation, now two are in-

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volved. The Division of Equal Educational Opportunities is responsible for Title IV, the "carrot program," or aid to local districts in developing and implementing desegregation plans. The Civil Rights Department administers Title VI of the Civil Rights Act of 1964, the "axe program" or enforcement of the mandatory desegregation order. Existing relationships between these two offices consequently are made difficult. Title IV is authorized to provide technical assistance directly to local districts. On invitation, consultants from the USOE will work directly with superintendents and school board members in developing plans and procedures for desegregation. The Civil Rights Division of the Department of Health, Education and Welfare administers Title VI and deals directly with superintendents and school boards to help them develop plans of compliance with the desegregation law.

ESEA Title V authorizes grants to state departments for the improvement of leadership resources and to assist them in identifying and meeting educational needs. Funds are expended for inservice training of professional staff and the employment of additional coordinators and supervisors among the many divisions within the department. With this support, state departments have been able to provide more educational services than would have been possible through regular state channels.

Programs designed to provide training for school administrators are authorized under the Education Professions Development Act (EPDA). This program is based on the assumption that "the decisions, attitudes and abilities of school administrators have wide-ranging influence upon every aspect of the school system." Projects to be supported

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include the recruitment and preparation of new elementary and secondary administrators as well as inservice training for administrators in the field. There are over two million educational personnel in the elementary and secondary schools, so obviously these programs cannot meet all the training and development needs. An examination of existing projects reveals that no programs supported by EPDA funds focus on the improvement of elementary school principals. The lack of funds could be considered a primary cause of this condition, but other factors have contributed to the situation. Presently, no one in the department appears to be sensitive to the needs of elementary school principals. Although periodic conferences are held with professional association representatives, and U.S. Office employees attend regular professional meetings, the department maintains the view:

> . . . no vital need exists in the direction of elementary school principals. Other needs are much more evident at the present time and speak louder than those of the elementary principal. It is considered in this department that building principals have had programs and sufficient salaries to buy their own training and inservice activities. There are also in existence programs in the colleges to prepare principals. We also feel that elementary school principals have come out of top teachers who were eager to get ahead, to get further training, and have spent their own money to do so. Therefore these people are better trained and federal funds should be diverted to other things as there are greater needs in other areas.

Considering the extent of program offerings and the level of funds involved, it is surprising to discover the limitations in the area of human resources that the U.S. Office can offer to aid local school districts. Due to the lack of adequate staff,

the USOE personnel indicate that they "just go through the motions of offering consultation services." The USOE looks to the state agency as a resource base of consultative services for local school districts. But there is little evidence that the effects of these services have been large or positive for local schools because efficiency of the USOE is not measured in terms of the effect on the local recipient, but in terms of input, that is, "getting the dollars to the states."

The Office does a token job of monitoring programs in operation at the school district level. Reports are required containing statistical and fiscal information as well as narrative data describing program effectiveness. Some projects are visited by the USOE personnel, but this practice is rare due to limited funds. It is evident that the U.S. Office relies heavily on state agencies to keep it informed of programs in operation, existing needs, and effects resulting from its intervention in the states.

State Departments of Education

The assistance the principal might receive from his state department of education varies a great deal from state to state. Consultative services are available in all nine regions, but opinion varies considerably as to what is meant by consultative services.

PROGRAMS

Specifically designated personnel in different states include (besides the district or regional supervisors) consultants in curriculum, in inservice and workshop development, and in special programs such as reading, guidance, handicapped, adult education, and vocational education. Two

states specifically mention consultative advice on school law. Many of the smaller school districts cannot afford to hire federal program directors; therefore, this encourages state departments to provide a specialist to assist in writing projects and presenting them for funding purposes under various federal titles. Often consultants are available to the state or region at large, but in several departments they are specifically designated for elementary school assistance only. One state, with 900 elementary school principals, has one elementary consultant.

Many state departments provide assistance in the planning and implementation of inservice programs and workshops. Their consultants assist in designing inservice programs for individual school districts and counties or they may plan regional programs in conjunction with colleges and universities. The state department often is involved in workshops developed for elementary school principals conducted on various campuses during the summer sessions. One state offers financial aid to counties, in special cases, to develop inservice programs for principals and teachers. A state with a 30 percent yearly turnover of elementary school principals conducts a conference for beginning principals each fall to assist in their orientation to the state's educational system as a whole. Other states hold regional curriculum conferences that involve elementary principals from around the state. This is to assist in utilizing developmental approaches in various subject areas.

Publications related to elementary and secondary education as well as selected special areas are a service provided by the state departments in all regions. Materials include manuals and guidelines for elementary principals aimed at

self-improvement, curriculum guides, scope and sequence charts, and handbooks for patrons, studies of dropouts, evaluation guides, and publications on the implementation of programs and a variety of other topics. One state distributes a monthly newsletter containing ideas, activities, ongoing programs, and information relating to the elementary school principals of the state.

In a few states, the state board of education involves itself in the elementary school principals association or has county superintendents on its staff. Evaluation programs (usually conducted at the request of the individual districts) also are provided in several states. Other states have self-evaluation programs or employ teams to evaluate whole districts on an established schedule. Programs mentioned only once or twice in the nine regions include state department commissions or committees on standards, policies, and goals; research centers; data-processing assistance; visitations between districts; development of model programs; funds for consultants and outside specialists; teacher replacement service and teacher aides. Two states mentioned personal telephone contacts directly between state department personnel and the elementary schools of the state as one program for providing assistance to these schools.

Colleges and Universities

Officials of eighty-seven colleges and universities were interviewed and asked to name the resources within their institutions available to assist the elementary school principal. As can be seen from the following summary of responses (table 12), the college or university sees as its greatest resource its faculties and course offerings.

Table 12

Resources Within the University: A Compilation of University Perceptions

RESOURCE	FREQUENCY	PERCENTAGE	ADEQUACY	USE
University staff	52	25.6	4.3*	3.3*
Conferences, classes, workshops	27	13.3	4.4	3.5
Educational resource centers	27	13.3	4.4	3.3
University library services	25	12.3	4.7	3.3
Centers of educational research	23	11.6	3.9	2.9
Curriculum centers or labs	13	6.4	4.2	3.1
Audio-visual services	12	5.9	4.4	3.6
Laboratory schools	9	4.4	4.2	2.5
Special consultants: e.g., math negotiations, or reading	5	2.4	2.7	2.1
Student teachers	4	1.9	3.0	3.0
Urban studies centers	3	1.5	3.0	2.5
Placement offices	3	1.5	4.2	4.5
TOTAL	203			

**Rating Scale for Adequacy and Use*

Extremely Inadequate	Very Inadequate	Inadequate	Adequate	Very Adequate	Extremely Adequate
1	2	3	4	5	6
Not Used	Little Used	Moderately Used	Often Used	Very Often Used	Extensively Used

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Principals' Associations

The presidents of the state elementary school principals associations (ESPA) were asked to describe the programs being conducted by their associations designed to assist elementary school principals in dealing with their problems. In addition, the presidents were asked to evaluate the adequacy of each program and to indicate the extent to which the principals used these resources. Their responses ranged from "we do not have any program for the assistance of our elementary school principals around the state" to an extensive listing of activities, publications, and committee projects. Accompanying the wide range of existing programs are variations in philosophical views regarding the role of the association and the appropriate leadership it should provide.

Representing one end of the continuum is the following philosophy:

> The association's activities are not organized as problem-solving situations or as resources to elementary school principals. Only stimulation. We have one state meeting per year and have very small participation in this meeting. As president of t[illegible]ssociation, I wouldn't want it any different than it is. W[illegible] are not a group to turn over education. We're not involved in unions or negotiations. We feel we are a profession rather than a craft; therefore, we do not have to push, negotiate, and demand. It seems as if we just have a one-hour speech from a well-known authority and then we have a social gathering.

At the other end:

> The association has moved from a professional Kiwanis Club

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> stance to that of an association which will take political actions. We have been forced into this role. We now have a new president who is providing eager, energetic leadership in this direction.

The Department of Elementary School Principals (DESP) at the time of the interviews took a position somewhere between these two views, but leaned toward the conservative. An executive officer of DESP stated:

> I have discouraged the addition of consultant staff here at the national level. Also have avoided involvement politically, that is, attempting to obtain funds from the U.S. Office of Education as I am personally against it. I think it is not right.

The incoming executive official, however, expressed the need to become politically active and to take an aggressive leadership role in strengthening the elementary school principalship nationwide.

PROGRAMS

Among the programs being conducted by the associations, the activities considered by the presidents to be most adequate in providing aid to elementary principals are (1) a multiplicity of committee work, (2) workshops or seminars conducted by state departments and universities, and (3) state association conferences. These three activities encompass 64 percent of all activities mentioned with the remaining 36 percent distributed among 10 other distinct services (see table 13).

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TABLE 13

ESPA RESOURCES: THEIR ADEQUACY AND USE
AS VIEWED BY ESPA PRESIDENTS

RESOURCE	FREQUENCY	PERCENTAGE	ADEQUACY	USE
Committee work	63	32.5	4.4*	4.0*
Workshops and seminars	32	16.5	3.4	4.4
State conferences	29	14.9	4.1	3.7
Publications	17	8.8	3.8	4.0
Study groups	14	7.0	4.5	3.7
Joint association meeting	13	6.7	3.7	3.3
Regional meetings	7	3.6	4.2	3.6
Consultant services	6	3.0	3.5	3.5
Lobbying	6	3.0	3.0	3.0
None	6	3.0	---	---
Executive secretary	2	1.0	5.0	5.0
Internship program	1	.5	4.0	Planning Stage
National conference	1	.5	4.0	4.0
TOTAL	197			

*See Rating Scale on page 76.

Committee work comprises 32.5 percent of all activities considered by the presidents to be valuable resources to association members. Ten different committees were mentioned, some having broad, overlapping functions and others specifically focused on a single task:

Accreditation Standards
Legislative Action
Elementary Principals Certification
Curriculum
Research

Communications
Salary
Preservice and Inservice Training
Professional Standing
Foundations

Accreditation Standards top the list of committee assignments mentioned by the presidents with Legislative Action, Certification of Principals, and Curriculum all occupying second place. All four of these committees were rated adequate or above in effectiveness, and moderate to extensive in use. The accreditation standards committees are dealing with questions such as:

> How does one effectively evaluate schools without involvement in red tape?
> How does one obtain feedback from children, parents, and teachers that is meaningful for school improvement?
> What constitutes a "good school?"

Two accreditation groups have produced handbooks containing criteria and procedures for the principal's use in making judgments regarding the adequacy of the school. Legislative action groups are charged to "sense the posture of the organization, formulate resolutions and present them to the annual meetings and when possible to the state board to influence the present financing of education." Certification committees work independently as well as directly with state department officials to evaluate certification standards and to make recommendations for improving the quality of the elementary school principal. Curriculum groups attempt to bring to the attention of the membership sound innovative practices, encourage intelligent change, motivate principals

to engage in staff development, and assist principals in securing aid as needed for curricular improvement. Research committees are engaged in seeking out significant research, condensing the information, and disseminating it to principals. Receiving little mention were the Communication, Salary, Preservice and Inservice Training, Professional Standing, and Foundations committees; although, when discussed by the presidents, they were considered to be adequate in effectiveness and often used by the association.

Workshops or seminars conducted by consultants from institutions of higher education and/or state departments of education were second in order of mention (16.5 percent) and were rated barely adequate and often used. Summer programs are sponsored by the associations and conducted on university or college campuses. These workshops cover such topics as evaluation, public relations, educational management, leadership, role of the principal as instructional leader, and interpersonal relationships. Many of these workshops carry academic credit and may be counted toward certification. Orientation programs for new principals also are conducted on college campuses during the summer months. One-day workshops were favored by principals because they can be conducted in alternate locations and require a minimal commitment of time away from the office.

The third most frequent mentioned resource (14.9 percent) was the state conference meetings. Most regions conduct state meetings at least once a year with the majority conducting both fall and spring conferences. Activities during these sessions include guest speakers, panels, symposia, idea sharing, and business meetings. Eight percent of the states indicated they hold two- or three-day conferences

rather than the usual one-day, drive-in affair to develop a stronger group feeling and to explore problems in greater depth. State conferences were rated as adequate and often used.

Area meetings were mentioned by only 3.6 percent of the presidents and four out of the nine regions made no mention of this resource. Joint association meetings with other administrators were listed by 6.7 percent of the sample but the rated effectiveness was less than adequate and only moderately used by elementary principals. The intent of these joint meetings is to provide an opportunity for chief school officers and secondary and elementary principals to meet and discuss common problems; however, these sessions tend to be dominated by administrators other than the elementary principals.

Publications were fourth in rank among the services listed (8.8 percent) as an aid to principals. The majority of the presidents (62 percent) made no mention that the association was producing materials or newsletters as a resource to the membership. Of those who did mention publications, the major output is a newsletter (20 percent). The newsletter was considered adequate in effectiveness and often was used by principals as a source of information. Association journals were rated inadequate while often used, and pamphlets, yearbooks, and handbooks were considered adequate and often used. Included in these publications are descriptions of innovations being attempted, current problems confronting elementary principals, outstanding features of specific schools, needs, current news, and specific aids in dealing with current issues. Many of the articles, pamphlets, and

handbooks are written by experts in the field and published through the use of association funds.

Study groups (7 percent) are actively engaged in (1) improving standards of elementary school principals; (2) determining the role of the principal in a militant situation, negotiations, and curriculum development; (3) procedures for effectively merging Negro and white organizations; (4) effective innovative practices; and (5) inservice education. These groups were rated adequate in effectiveness and often used. One of the committees reported that on completion of their study they published a pamphlet titled *The Role of the Elementary Principal* that "was distributed throughout the state, and a noticeable change has taken place at one university in the preparation program for elementary school principals."

Consultant services (3 percent), available to the membership on a voluntary basis, are provided by executive officers and association members and occasionally by hired professional consultants. Executive officers, the majority who are full-time principals, travel throughout their state on request to investigate problems, evaluate programs, or conduct workshops on innovative practices.

> Usually the problems involve policy violation of the district or failure of the district to have specific policies and individual principals find themselves in difficulty. We go to the district, investigate the situation, and make recommendations to the board and superintendent.

Consultation on new and innovative programs is provided mainly through the voluntary services of principals who operate such programs within their own schools. Periodically, consultants with a national reputation are obtained

to conduct workshops and seminars on specific problems and practices.

Legislative lobbying comprises 3 percent of the listed resources. Two associations maintain a registered lobbyist to push for desired legislation while another indicated it has joined forces with NEA and the state education association to present their united support for or against selected education bills. One state has formed a state council consisting of representatives of ESPA, ASCD, state department officials, school business officials, chief school officers, and the secondary school principals association to improve communications between all organizations and to take political action.

> Previously, these associations only made resolutions which were contained within their respective organizations. Now, the organizations are joining together and approaching the legislature with an organized program. The group has discussed the possibility of utilizing lobbyists.

Only two association presidents (4 percent) mentioned an executive secretary as a resource person to principals. One president stated:

> We are a branch of the State Teachers Association and have use of their executive secretary. This individual acts as a voice for the organization and has intervened for some Negro principals who have been let go without reason. They have then been reinstated on the job.

The other reference consists of an executive-committee plan to increase the association dues from three to five dollars per year to hire a retired principal on a part-time basis to serve as an executive secretary. The dues increase also will pay some expenses for travel to national meetings.

One association sponsors an internship program to improve the training of elementary school principals prior to job placement.

> In some cases they are actually on the job as a teacher and experiencing some of the actions or having an opportunity to take over some of the administrative responsibilities. But in too many cases, they are employed as a full-time teacher and do not have sufficient time free to truly experience the administrative role other than some minor details which can be shoved onto them.

The DESP Convention, mentioned only once as a resource to principals, received a rating of adequate in effectiveness and was often used.

Of the fifty presidents, 12 percent indicated their association has no program to assist state principals. One official said a lack of cooperation and enthusiasm exists on the part of the principals because most of them are teaching principals and do not have the time to develop programs. Another pointed out that they have four meetings per year:

> We sit around and tell lies and brag about the things we would like to do but are not doing and then in the evening we play poker.

Obviously, he considered these sessions to be of little value.

Regional Laboratories

Regional educational laboratories were visited to determine the extent of assistance available to elementary school principals. Twelve of the twenty existing laboratories were selected for visitation on the basis of program descriptions that indicated involvement with elementary schools. Laboratory officials were interviewed and asked to describe pro-

grams that provided assistance to elementary school principals, specific methods used in the dissemination of information, and barriers to the development of programs.

Twenty regional educational laboratories were established in 1966 under the authorization of Title IV of the Elementary and Secondary Education Act of 1965. These nonprofit corporations are charged with improving the quality of education nationwide by utilizing the results of scientific knowledge and technology in the development of specific products and processes for use in education.

Initially, the laboratories were given extensive latitude in assessing regional needs, developing organizational structure, and initiating programs. As a result, many laboratories started without a clear definition of their primary functions. After several years of experience, and with the aid of the U.S. Office of Education staff, review teams, and consultants, the laboratories tightened the definition of their functions and specified procedures through which they hoped to achieve postulated outcomes. The number of projects underway was reduced, and program components were phased out or combined. At the time of this study, all of the laboratories agreed that the laboratories' function is the development of tested products, operable systems, or processes that will contribute to the improvement of educational institutions.

All laboratory operations are varied, but all are involved in teacher education either directly as a major function or indirectly as a means of accomplishing other goals. For most laboratories, all programs are in a phase of development

and are operational only to the extent of the field test, demonstration, or refinement stage. A few products have been developed to the marketing point and those laboratories responsible are collaborating with other agencies for distribution, implementation, and continued evaluation of these products.

Making Resources More Helpful

None of the resources identified by the elementary school principals and the representatives of the resource agencies were judged to be totally adequate or utilized to their fullest extent. Representatives of the resource agencies were asked how they thought the resources available to the elementary school principal could be made more helpful. In stating their opinions, they identified the inherent problems in each agency that constitute barriers to the greater utilization of resources by the elementary school principal. While some of these problems are unique to the individual agency concerned, most are more generally applicable and revolve around four major concerns:

Communication

a. Keeping the elementary school principal informed of the assistance available to him
b. Keeping the resource agencies informed of the needs of the elementary school principal

Leadership Development

a. Improvement of the elementary school principal's ability to locate and utilize resources and define the principal's responsibilities for local instructional improvement
b. Improvement of leadership within the resource agencies to

recognize the problems of the elementary school and to develop useful assistance programs for the elementary school

Funding and Staffing

a. Allocation of sufficient funds to accomplish program objectives
b. Provision of enough personnel to fulfill the responsibilities of each agency

Coordination of Effort

a. Development of a systematic approach to providing efficient and economical means of assistance to the elementary schools that need it the most
b. Specific definition of the functions of each agency in relation to the others to most effectively utilize the staff and funds available to each; prevention of wasteful overlapping of activities

COMMUNICATION

According to those representatives interviewed, most resource agencies have developed some means of keeping the elementary school principal informed. For example, communications emanating from the USOE, beamed in the direction of the local school district, follow a common procedure. The state departments of education in each state become the first stop for most information leaving the U.S. Office. The responsibility then lies with the state agency to disseminate directly to local school districts. Various forms of communication are issued including program information, program guides, pamphlets and booklets, printed flyers, and numerous reports. The amount of information leaving the state agency depends on funds and personnel available to handle it. Problems exist between the USOE, the state agency, and the local school district as communication

doesn't always pass through the state agency. The U.S. Office lacks funds to disseminate information to all individuals who should get it. The federal agency is confident information reaches the states, but what arrives at the local school district is unknown. In addition, complications exist at the district level; information often is not distributed to the schools by the district's central office.

Other means used by the USOE to get information to local schools is through regional conferences, radio and television presentations, press releases, articles in educational journals, and bulletins. Regional conferences are held involving school superintendents, central-office staff, and state department officials. These conferences are presented as models for state departments to follow. Some states conduct many, others few. USOE officials are scheduled for radio and television presentations during scheduled trips across the nation. Press releases are distributed to newspapers across the country and the U.S. Office works closely with NEA and other associations to prepare articles for publication in their journals.

State departments of education, on the other hand, generally have a less clearly defined system of communication. No formal plan or program of assistance exists in most regions. Generally it is up to the individual principal to initiate any communication involving assistance needed from the state department. There is a vast difference of opinion regarding the function of state departments of education in the total educational system. Some states subscribe to a "hands off" policy and regard offers of assistance to individual school districts as interference unless such assistance is formally requested.

Some states, however, follow a different policy and initiate involvement with local schools through a variety of planned programs and ongoing services conducted by consultants in the field. Some states, divided into regions or districts, are either under the direction of a single supervisor operating out of the state department office or are completely staffed as regional offices. In the regional plan, the consultants know the personnel in the field and are able to become more involved with the local schools than the consultants who operate from a central office.

The state department representatives interviewed cited a need for better ways to disseminate information to the local district. Only two state departments feel they provide extremely adequate publication services. The others said that current methods of operation in many state departments cause a needless duplication of effort and do not allow for the most effective utilization of available resources by the elementary schools needing help.

The presidents of the state ESPA were asked to describe the methods used by the association to disseminate information to elementary school principals in the state and to estimate how successful these have been. Table 14 shows a tabulation of the methods used.

The newsletter and association meetings were the most frequent methods mentioned, followed by the association journals and incidental mailings of letters, minutes of meetings, and special bulletins. Fifty-eight percent of the associations produce newsletters (from monthly to once a year), but only 38 percent publish a journal (quarterly to once a year). The number and quality of these publications are related to the availability of funds and personnel. Most of

TABLE 14

METHODS USED TO DISSEMINATE INFORMATION AMONG 50 ELEMENTARY SCHOOL PRINCIPAL ASSOCIATIONS

METHOD	FREQUENCY	PERCENT
Newsletter	29	58
Meetings	28	56
Journal	19	38
Incidental mailings	16	32
Bulletins	11	22
Parent organization mailings	9	18
Special reports	6	12
Executive committee travel	4	8
State department mailings	3	6
Yearbook	1	2
None	1	2
TOTAL	127	

the newsletters and journals are developed as a result of the donated time and dedication of busy principals; few associations have sufficient funds to employ an editor and a staff of writers. One president describing his situation stated:

> We are attempting to communicate with all principals in the state but are having considerable difficulties with this. Many of the principals are not members of the association and therefore do not get our material. We also had difficulty getting our publication out this last year as we had a member of the association in charge of this publication but he did not get it out during the year. In order to deal with this problem, I asked the state department of education to help us and now they print up our publication and add information to it.

The newsletters and journals contain articles describing

new programs in operation, discussions of current issues, opinions regarding legal problems, and other relevant topics. Many of the articles are written by top educators in the state, college and state department personnel, and educators with a national reputation. The incidental mailings include summaries of conferences and workshops held around the state, letters from the president discussing current issues or announcing forthcoming activities, and abstracts of relevant articles from the literature.

A few of the associations (18 percent) use the publications of the state education association as a vehicle to communicate with elementary school principals. Articles, announcements, program descriptions, and references to available materials and resources are incorporated into these mailings.

Several special reports or publications have been produced by the associations (12 percent) and distributed to the membership. Topics such as legislation, role of the elementary school principal, evaluation, pupil personnel services, innovation in the elementary school, and multi-ethnic materials handbooks were among those mentioned.

The use of state department of education mailings and presentations at regional association meetings by executive officers and area representatives also were listed as communication efforts. Only one president stated that he has no organized method of communicating with elementary principals in his state.

The college and university representatives interviewed also felt a need for better dissemination of information to the elementary school principal. They said there is a need for the establishment of some super-structure to simply disseminate materials and information from the various resources.

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> Most principals would have several times more resources available to them if they knew what they wanted and who to ask for help. They tend to rely almost exclusively on whatever help the local district might have.

There are differing practices regarding the dissemination of information relating to the activities of the regional educational laboratories. Two of the laboratories communicate little or no information to educators in the region as they consider their function "not to disseminate information, but to develop programs." Most laboratories, however, maintain an unlimited flow of information and utilize a variety of methods of communication such as program newsletters, pamphlets, conferences, demonstration days, catalogs of products, area councils, and traveling consultants. Some limit distribution only to schools actively engaged in laboratory programs while others spread the word throughout their region. Those laboratories limiting communications expressed concern that demands would be made on them from the public and educational institutions that they would not be able to meet.

> The staff questioned for some time how much should be communicated to agencies outside the lab. Some communications were made and we found that expectations from public school people were very high, and felt ourselves unable to deliver at the level of expectations. Dissemination of information was then limited considerably and the communication was only through those individuals who were actually participating in lab activities.

Improved communications between the resource outlets and the elementary principals was one of the major recommendations made for upgrading the profession. Principals

are not using many of the resources available to them due to lack of information concerning the resource and its purpose. Better dissemination of information through brochures, mailing lists, journals, and inservice programs related to the specific resources would be advantageous to elementary principals. In addition, it provides feedback to principals regarding resources for self-improvement.

Other methods of communication are suggested as well that may make resources more helpful to the elementary school principal.

> There is presently a need for the systematic identification of resource needs through constructive research aimed at the elementary school principal. Such research would tell us where the problems are and where the resources should be directed if they are available, or at least, where new resources need to be developed.
>
> For resources to be more helpful, regional meetings and/or local meetings must be initiated where present resource agencies or persons ask the elementary school principal, either individually or in groups, "How can we help you?"

One official of the DESP pointed out a lack of communication between the association and the USOE.

> A member of this office has never been invited to the Office of Education to assist or consult in developing programs, guidelines, and so on. There is no communication between this office and the Office of Education.

This lack of communication and involvement also is evident in the point of view expressed by a USOE official when describing funding priorities for the Education Professions Development Act:

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> . . . no vital need exists in the direction of elementary school principals. Other needs are much more evident at the present time and speak louder than those of the elementary principal.

LEADERSHIP DEVELOPMENT

One reason available resources are not being fully utilized may be the principals themselves. Twenty-two percent of the presidents of the state ESPA indicated a complacency to attend meetings of the association, an unwillingness to accept responsibilities in the development of organization programs, and an insensitivity to existing problems. Tradition still maintains divisions between groups in some states; if programs cross any of the lines of social or traditional customs, many principals will not cooperate in their development. A resistance toward inservice programs also is evident.

> There still are many principals who feel that they have a degree from a university and are certified and know what to do as a principal. They are not in favor of spending money for inservice type activities as they consider they don't need it.

The barriers that confront presidents in the development of programs are similar among state associations across the nation. Only a limited number (8 percent) of the presidents described the picture as completely satisfactory.

Most presidents (92 percent) mentioned numerous difficulties that confront them and expressed acute concern. In many instances, this concern was accompanied by varying degrees of discouragement.

Most mentioned among all the barriers discussed were those associated with the lack of recognition of the elemen-

tary school principalship as a professional administrative position. Sixty percent of the presidents related instances when superintendents and school boards did not release elementary school principals for attendance at association meetings or who did not pay expenses for the principals to attend meetings. Attendance at professional association functions requires that many principals pay for a substitute plus travel and other incurred expenses. One principal said:

> . . . even though this situation exists, most principals do attend. We actually have about 60 percent of the principals in the state as members.

Other barriers discussed include low salary schedules, teaching assignments that accompanied administrative responsibilities, the absence of secretarial or auxiliary personnel, undefined administrative responsibilities, employment of poorly trained people as elementary principals, and inadequate or unenforced certification standards.

In some states no certification requirements exist for elementary school principals; in others, standards are either ignored or modified by state department officials and school superintendents.

> There are a number of people constantly working in the field who are calling themselves principals, but who in effect are head teachers. They are trying to function as classroom teachers and pseudo-principals and are lowering considerably the standards of the principalship in the state. Superintendents themselves are presenting barriers since they are standing in the way, in numerous cases, of actually enforcing the certification requirements. By placing, intentionally or unnecessarily, uncertified school personnel in positions where they can act as principals has caused a good deal of problems.

The organizational structure within associations also has created barriers to the development of state programs. This concern, expressed by 40 percent of the presidents, included such barriers as the lack of hired leadership at the state association level, annual change of executive officers, and the operational effect of regional groups. Few state associations are able financially to support a full-time executive secretary and a consultant staff. Under these conditions, any leadership must come from elected officers functioning on borrowed time as they are administering their own schools five days per week. In many instances, these officers are changed every year. This "does not allow the individual the opportunity to really become familiar with his position and develop the leadership necessary in this office."

Leadership of the state departments of education also is in need of improvement. The USOE is confronted with many problems because of a lack of leadership at the state level.

University officials hold similar opinions of the leadership at the state and local level.

> There needs to be a change in the Department of Public Instruction. The superintendent of public instruction has to get out of partisan politics. His position is now an elective one and he therefore spends a good portion of his time campaigning.
>
> The State Department of Education is leaderless and amounts to little more than a haven for dismissed public school superintendents.
>
> Most of the resource agencies lack leadership and are unable to identify the real problems in the elementary school. Such a lack of leadership has ultimately had the effect of retarding the initiative of these potential resource agencies.
>
> Administrators generally do not know how to utilize available

resources. Elementary school principals need more training in the methods of properly utilizing an available resource and/or where to go to find new resources.

FUNDING AND STAFFING

All the major resource agencies point to the lack of sufficient funds and personnel as one of the primary reasons why their assistance programs often are inadequate to meet the needs of the elementary school principal.

The USOE, for example, receives more proposals requesting support funds than it can handle. Funds are insufficient to cover all proposals; in fact, funds are not extensive enough to cover those proposals that survive the screening process and are authorized for funding. In Title I, for instance, approximately three-fourths of the appropriation is allotted to elementary schools; however, only about half of this authorization can be funded.

Federal funding practices also affect the efficiency with which new government programs are implemented. The development of programs is hindered by these factors as well as difficulties in the field. Federal committees continually add to the list of people eligible to receive title benefits, but the appropriation committeemen who authorize funds provide only enough money to cover a portion of those eligible. In addition, the timing of appropriations affects the quality of programs implemented due to limited planning time at the local, state, and federal levels.

Little coordination of services between local school districts also is evident as parallel programs exist utilizing similar federal support funds with separate services being

maintained. Coordination of developmental programs at the local level is designated as the responsibility of the state as the U.S. Office lacks funds and personnel to do the job. However, the same lack is voiced by state level officials when discussing their involvement in monitoring funded programs.

Improvements in the assistance state departments can offer the elementary school principal will necessitate the expansion of state department staffs in all nine regions. There is a definite need for increased consultative personnel to deal with more selected problems at every level, particularly persons trained in elementary education and administration. Additional staff would allow many states the freedom to more widely disperse personnel. Increased funding will be necessary before staff or programs can be added to the present services. In several states this will require organizational change at the state department level or philosophical change at the legislative level.

Many of the difficulties the elementary school principals associations have in providing assistance to their members are closely related to their need for more operating funds. Fifty-four percent of the presidents indicated low dues and limited membership as obstructions to growth. Association membership among the states ranges from 10 percent of the employed principals to approximately 100 percent. Annual dues vary from a low of four dollars to a high of one hundred dollars. Interestingly, the association having 100 percent membership also charges one hundred dollars per year dues.

In an attempt to surmount these obstacles, associations have doubled and tripled their dues, have sought assistance from DESP in the form of consultants and funds, and have

considered the possibility of consolidating a number of states into one association. They have found, however, such consolidation creates even greater problems in communication and travel.

Not only is DESP faced with limited income from its members, but the membership itself is minimal. Of the 45,000 elementary school principals across the nation, only 25,000 are paid members.

College and university officials also share the opinion that more funds are necessary to provide elementary schools with adequate assistance.

> More money is needed to do the job in order for resources to be utilized more effectively. If resources could be made available without all the "strings attached," then they would be used more. Much of the money which comes from the federal government never gets to the place where it can really do the most good: in the classroom to benefit teachers and children. It seems that we have had federal funds available since 1958 but our department hasn't received one dime of these funds. We have written many proposals but haven't had any funds granted to us.

COORDINATION OF EFFORT

In addition to the need for more money and more resource personnel, the need to more effectively coordinate the activities of the different resource agencies also was cited often. Many of the officials interviewed felt that the present methods of operation followed by these agencies contributed to the frequent costliness and inefficiency of some of the assistance programs available to the elementary school.

The coordination and evaluation of ongoing programs by the state agencies presents numerous problems. Many projects are operational within a state with little evidence of any

coordination. In addition, state department officials hesitate to assist local districts in the evaluation process and to promote systematic changes in weak programs. It seems that local administrators would rather maintain the status quo even if considerable evidence suggests that long-range effectiveness is questionable. The USOE does not have sufficient staff to monitor programs at the local level; therefore, it must depend on the state agency to carry out this responsibility. The U.S. Office recently has prodded state directors to move more forcefully into these areas.

The college and university officials interviewed, in turn, felt the necessity of increasing the coordination of state department and university programs.

> The state department should become an outspoken participant in the evaluation of university programs, and particularly outspoken about requiring some type of university-based internship program as an integral part of the training of elementary school principals. This might bring us together to parley the question and hopefully provide us with a modus operandi for instituting the internship program. It would appear that none of us individually is willing, or has the time, or perhaps gives a damn to make the initial thrust ourselves.

> The state department and the university should join in conducting basic research into the area of the elementary school principalship in order to determine the needs which the principals presently have. This research would then provide the basis for future attempts to make resources available to elementary principals.

> The state department has not clearly differentiated its roles and functions from the roles a. ' functio..s of the university. As a result, there is inherent overlapping in many services and/or resource areas and great omissions in other are.s that are needed.

Lack of coordination is implied in many of the general comments made by college and university officials interviewed.

> There must be developed a cross-regional effort within each state to equalize the resources available to the elementary school principal. In some areas within the state, resources are plentiful and in other areas resources scarcely exist.
>
> There is not presently an effort being made at any level to provide coordination necessary to make the variety of resources available to the elementary school principal of any real help.
>
> Resources would be more helpful if they were geared specifically to the elementary school and/or specifically to the problems faced by the elementary school principal and his staff.
>
> All resources would be more helpful if they would go directly to the elementary school principal rather than relying on the principal to come to the resource.
>
> There is presently a wealth of available resources: they are just not being utilized; until they are, no new resources are needed.

Attempts by the state elementary school principals associations to achieve greater coordination of activities in their states generally have been unsuccessful. Professional educational associations are not directly eligible to apply for federal professional development funds. The only way an association can utilize federal funds to develop programs for self-improvement is to team with a university or state department and submit a joint proposal. This places limitations on associations as they must negotiate or temper ideas as well as periodically overcome a lack of commitment on the part of state and university personnel.

Several states have formed coordinating councils composed of representatives from each administrative group.

These councils have been valuable in planning programs, improving communications, and identifying administrative roles among the levels of leadership.

> I feel that all administrators' organizations as well as teacher organizations must work closely together in order for the schools to benefit. I would suggest that the superintendents association, school board association, secondary principals association, the elementary school principals association, and the state department of education work cooperatively in order to develop programs which will be helpful to all groups. This has just begun as a council and very little has been done yet, but I feel that it has tremendous potential.

Other associations expressed disenchantment with consolidation efforts. They discovered:

> . . . the groups have divergent interests and the superintendents and secondary principals tend to dominate the elementary principals in their combined association meetings.

And existing programs often do not encourage principals to participate in professional association activities.

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Preparation Programs

REPRESENTATIVES from colleges and universities in each of the fifty states were interviewed to obtain their perceptions of the problems facing elementary school principals in their respective states and to determine the nature of the training being given to prospective principals. Eighty-seven institutions were selected that offered training programs in elementary administration. In most cases, the official interviewed was the person who works most closely with the actual elementary administration training program.

The interview focused on: (a) the awareness of the college or university of the problems facing elementary school principals in the state; (b) the nature and extent of the assistance provided principals through the resources of the university; (c) the nature of the training programs developed for elementary school principals; and (d) the barriers to the development of effective training programs and inservice activities for both aspiring and practicing principals. (See Appendix B for the actual interview guide.)

Similar interviews were conducted with state department of education officials, presidents of the elementary school principals associations, representatives of the U.S. Office

of Education, representatives of regional educational laboratories, and practicing elementary school principals to obtain a more complete understanding of the roles and problems of the elementary school principal throughout the country. The portions of these additional interviews that focus on college or university training programs are included in this chapter.

Program and Procedures

The observations and conclusions drawn in this chapter are derived from two types of data obtained by the study team. A large proportion of the data is the outgrowth of the formal interviews held on the different college or university campuses. Additionally, a segment of the findings results from sixty-two written summaries of these programs provided by the various colleges and universities where interviews were conducted.

Integration of these findings reveals general patterns of training for the elementary principalship and identifies the unique features of some programs. Whenever possible, the extent of a similarity is indicated by a percentile figure based on the total of eighty-seven programs being considered.

PRESERVICE PROGRAMS

Of the eighty-seven colleges or universities authorized to grant degrees in elementary school administration, seventy-nine schools (91 percent) have some kind of formalized preservice program. The remaining eight colleges or universities (9 percent) indicated either that their programs are totally individualized for each candidate or that their programs are just in a developmental stage.

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Of the seventy-nine colleges or universities having preservice programs for prospective elementary school principals, twenty-six (30 percent) indicated little or no distinction between the nature or intent of their programs for candidates wishing admission at either the elementary, secondary, or superintendency administrative levels. While these programs were most often termed "general administration programs," the inclusion of specific courses into a candidate's program, such as "Elementary School Administration" or "Guidance in the Elementary Schools," would tend to differentiate an elementary administration program.

Of the twenty-six colleges or universities with such a nondifferentiated administrative program, reasons given for such a lack of specific emphasis included: (a) the college or university initially began its program to train public school superintendents or secondary school principals and has retained this emphasis, (b) the college and/or university generally thinks that past distinctions between various levels of school administration are largely artificial and that there is a growing need to have candidates trained to be "generally familiar" with all levels of school administration. This latter rationale was presented by nineteen of the twenty-six officials interviewed.

One university policy statement regarding its own generalized administrative program tends to typify the assumption underlying all such generalized programs in educational administration:

> Advanced study in educational administration begins with the assumption that making and executing wise educational policy is a primary task of the administrative leader . . . the schools are expected to promote economic growth, to overcome poverty and

> racial isolation, and generally to enhance the quality of life. Creative administrators are likely to hold a number of quite different positions during their professional lives. Therefore, the school does not prepare people for specific administrative roles, but tries, through a broad spectrum of intellectual pursuits and field experiences, to prepare its students with the skills needed to function effectively in a variety of existing and emerging roles . . .

All preservice programs represent either a five- or six-year stint for the preparation of elementary school principals. If a doctoral degree is the objective of a particular program, however, more than six years may be required for its completion.

In cases where there is a fifth-year program, it usually is synonomous with the master's degree program (M.S., M.A., or Ed.M.) and applies directly to a certification for elementary school administration issued by the state department of education. While state certification requirements vary, the completion of a master's degree usually presupposes that certification will be possible if the candidate has taken the necessary coursework.

There are certain exceptions to this general pattern, however. One state requires only six quarter hours of graduate work in the area of supervision or administration for the elementary principal's certificate, which—according to one official—results in "an extremely weak preparation program."

In a second state, the department of education is nonregulatory and provides no guidelines for the courses that must be taken to meet certification standards. The local public school districts, therefore, are forced to make professional judgments regarding the qualifications of an administrative

candidate. Since this situation exists statewide, a candidate often is hired for an administrative position before he takes any courses in elementary administration: "A candidate needs no specific coursework in elementary administration to find work in many districts of this state."

In a third state, the liberal issuance of provisional certificates has resulted in a situation that prompted one university official to state:

> In the past we have had a considerable number of secondary school coaches going into the elementary principalship because they had a M.S. degree and could qualify for provisional certification. Teachers protested this kind of leadership, however, and they are forcing a change.

Where a college or university does have a sixth-year preparation program, it is most often directed toward doctoral degree work (Ed.D. or Ph.D.) in elementary school administration. In these cases, the state's certification requirements are part of the advanced degree requirements.

A general survey of these sixth-year preparation programs suggests that they offer measurably greater flexibility than do the five-year preparation programs.

Coursework at all eighty-seven institutions, as characterized by the school officials, ranges from "highly informal and totally individualized" to "quite structured and basically the same as the requirements for state certification as outlined by the state department of education."

While it is difficult to generalize with regard to the kinds of preservice coursework in these eighty-seven colleges and universities, the following compilation of courses designed for candidates entering a program in elementary school administration is representative:

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Courses in General Administration

Public School Administration
School Law (occasionally a specific state law, e.g., Washington State law)
School Finance
School Buildings
School Personnel Administration
Organization and Administration of Public Education

Courses in Elementary Administration

The Elementary School Principalship
Issues in Elementary Administration
Leadership and Change in the Elementary School

Courses in Curricular Areas

Science in Elementary Education
Social Studies in the Elementary School
Language Arts in the Elementary School
Mathematics in the Elementary School
Modern Technology in Education
Elementary School Curriculum

Courses in Classroom Supervision

Educational Supervision
Supervision and Improvement of Instruction
Organization, Administration, and Supervision in the Elementary School

Courses in Foundations Area

Human Growth and Development
Advanced Educational Psychology
Guidance in the Elementary Schools

Courses in Research-Related Area

Introduction to Educational Research
Educational Statistics
Tests and Measurements

Cross-Disciplinary Courses (candidate typically selects one or two areas from among the following)

Social Science
Philosophy or Logic
Political Science
Economics
Foreign Languages
Social Psychology and/or Psychology
Business Administration

While the aforementioned courses or generalized course areas are representative of the preservice efforts of the majority of the universities and colleges included within this study, several specific courses are unique and may well suggest new dimensions in elementary administrative training. These atypical courses include:

Organizational Behavior Analysis
Advanced Group Dynamics
Frontiers of Knowledge in the Future of Education
Sociology of School Administration
The Role of the Principal as Instructional Leader
Change and Innovation in Educational Organizations
Seminar in Group and Interpersonal Relations
Communications in Educational Organizations
Environmental Factors and Forces Influencing Educational Administration

Several of the college or university officials interviewed expressed concern about the cross-disciplinary subject areas. Although the selection of one or two such areas is required by most schools for the development of a candidate's minor, the departments offering these courses usually are totally independent of the school or department of educational administration. Such departmental autonomy makes cross-

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campus coordination and cooperation in the development of a candidate's program difficult.

In addition, rigid scholastic requirements in many of the cross-disciplinary subject areas, or requirements stressing the need for prior undergraduate coursework in these subjects, often make it nearly impossible for an elementary administration candidate to be admitted into certain cross-disciplinary fields.

In addition to the coursework required in the preparation programs of the college or universities having formalized preservice programs, thirty-two colleges and universities (37 percent) indicated they require either a field experience or an internship experience for their elementary administration candidates. Participation in these programs by the candidate is optional.

While it was generally agreed that an internship experience has merit, serious limitations were mentioned by college or university officials regarding the actual establishment of such an experience for administrative candidates. Of the limitations mentioned, the following were recurring concerns: (a) the university has no money budgeted for such an expensive program; (b) the university's faculty are incapable of offering the necessary supervision because of the need to commit their time to other portions of the instructional program; (c) there are not enough local school districts willing to cooperate in the development of an internship program; (d) without money to pay candidates during the period of time they are involved with an intern program, few candidates will actually apply; and (e) while the university or college would like to develop an internship

program, the needs of the total program make the implementation of a new program a low priority.

Where the college or university does have an internship program or a field experience, the actual amount of course credit varies from three to twelve semester hours. Nine colleges and universities (10 percent) that offer an optional internship or field experience program do so in a single-credit course designed for this purpose. Thirteen of the schools (15 percent) do not have any candidates involved in such an experience. Two universities, however, have over twenty candidates involved each year in an internship program. And two universities permit a candidate to take an internship experience in lieu of actual experience in the public schools on admission into the training program.

Although thirty-two institutions have some form of field-related internship program, they commonly suffer from one or all of the limitations mentioned earlier. Consequently, such a program often is a "paper prefabrication," as one college official mentioned, and less of a reality than many college and university catalogs suggest.

One of the university representatives, however, who did suggest that his internship program was both functional and successful, accounted for this by saying that his program was heavily financed by both the university and by cooperating public school districts. The candidate spends the first semester on the university campus where he receives a $500 to $700 work assignment paid out of a $10,000 account budgeted yearly by the university. During the second semester the candidate is involved in his internship experience with a local school district and is placed on its payroll for $2,500. During the final semester the candidate returns

to the campus to complete his training program. In addition to the fiscal allocations that support this program, the university provides the equivalent of two full-time faculty positions for the supervision of candidates.

Beyond the opportunities for field experience in many of the eighty-seven colleges and universities, seventy-eight schools (89 percent) provide some form of research opportunity within the framework of the preservice program. Such credit varies from six to nine semester hours for candidates for a master's degree or a maximum of thirty quarter hours of credit for doctoral degree research.

Seven colleges or universities (8 percent), which once offered thesis credit in the course of the fifth-year training program, have discontinued this practice because of a lack of faculty and/or faculty time to supervise research work or because the demand for candidates in elementary school administration has forced the universities to reduce the length of its training program.

For example, nine university representatives (10 percent) mentioned that they could not turn out candidates rapidly enough to meet the increasing demands of their state for qualified elementary school principals. One college, with 250 graduate students in the School of Education, has graduated only 11 candidates with a master's degree in elementary administration since 1961. In this same state, a recent study showed the level of educational attainment for the state's elementary school principals as follows:

LEVEL OF ATTAINMENT	PERCENTAGE
Sophomore year of college	2
Two-year normal school graduate	1
Junior year of college	1

Three-year school graduate	5
Bachelor's degree	47
Bachelor's degree plus 30 hours	14
Master's degree	23
Master's degree plus 30 hours	2
Other professional degree or advanced certification	2
Doctoral degree	0

Certainly the addition of one to three graduates in elementary administration cannot quickly overcome this state's administrative deficiencies. Unfortunately, this condition is not unique. It can perhaps be expected that until the demand for elementary school principals is satisfied, a trend toward shortening the length of college and university preservice programs will continue.

ADMISSION PROCEDURES

There is a wide variety of screening procedures for admission into programs in elementary school administration. The following is a compilation of the various techniques used.

1. Use of a candidate's grade-point average from undergraduate or post-graduate work at an accredited school:
   An acceptable G.P.A. for most of the eighty-seven schools studied was 3.00 on a 4.00 grading scale. Grades from a 2.50 to a 3.25 G.P.A. usually are acceptable. While a grade point average seemed a universal screening device, the vast majority of schools interviewed on occasion would waive this requirement to admit an otherwise acceptable candidate on a provisional basis.

2. Use of various screening tests aimed at measuring particular competencies or proficiencies desired of entering candidates:
   a. The Miller's Analogy Test (range of admissible scores center around 50 with many universities indicating no particular cutoff)

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b. The Graduate Record Exam (range of admissible scores vary from 500 to 900 in both the quantitative and language portions with several schools indicating no particular cutoff)
c. Teacher-Student Inventory
d. Edward's Personality Preference Test
e. Cooperative English Examination
f. Strong-Interest Inventory
g. Minnesota Multi-Phasic Personality Inventory
h. Ohio State Psychological Examination
i. The Doppel Reasoning Test
j. Otis Psychological Examination
k. Gilford Temperament Survey
l. National Teachers Examination

The Miller's Analogy and/or the Graduate Record Examination are the most commonly used screening tests. However, since many of the colleges and universities have no definitive cutoff point, the actual test results often suggest an established admissions "procedure" rather than an effective screening device.

In addition to these screening procedures, the following conditions for admission to elementary administration programs exist in the majority of the eighty-seven colleges or universities.

1. Two to three years of successful teaching experience or related experience at the elementary school level while holding a valid elementary teaching certificate. While this is a general requirement of the majority of the colleges and universities where interviews were conducted, several exceptions were noted. Two universities do not require prior teaching experience in the elementary schools and six college and/or university officials indicated the possibility of waiving the teaching requirement. One official stated:

We're accustomed to only getting 35- to 45-year-old residue going into our principalship program. Our screening procedures are devised only to rescreen these people. We should throw out the three-year teaching requirement for admissions. Being an outstanding teacher may well not be an appropriate criteria for assurance that this same person will become a successful public school administrator.

2. Letters of reference from employers indicating that the proposed candidate will be able to accomplish graduate level work and that he has the qualities necessary to become a successful elementary school principal
3. The candidate's signed letter of intent presented to either or both the graduate school of the university and the department of elementary school administration.
4. Copies of all official transcripts of courses taken at other universities or colleges presented to the admissions office of the university

In addition to these general procedures, sixty-nine college officials (79 percent) indicated that some form of departmental interview with the potential candidate is required prior to actual admissions into a degree program. Such an interview takes one of two possible forms: (a) a personal interview between the candidate and either the dean or the department chairman of the department of educational administration, or (b) a personal interview between the candidate and an officially delegated selection and/or screening committee comprised of from two to five faculty members from within the department. One university official indicated that the entire faculty of the department meets, if possible, with each applicant.

Seven university representatives (8 percent) indicated that the majority of their candidates come into their training programs on the basis of "formalized preselection." Lo-

cal public school officials, asked to perform this service for the college or university, forward the names of possible candidates to a designated faculty member of the university.

After review, these "nominees" are invited to apply for admission into the training program. Each college official who indicated that this is a formalized screening and selection procedure said that such a public school-university liaison has resulted in the general upgrading of the quality of elementary administration candidates.

LATER SCREENING PROCEDURES

The most universally accepted screening procedure for candidates enrolled in an elementary administration training program is the student's prior grade-point average. While a candidate usually is required to maintain a 3.00 G.P.A. level on a 4.00 grading scale, several colleges and universities mentioned that specific emphasis is placed on the overall performance of candidates. In effect, certain courses become the actual screening device, not only in terms of the grades received in these specified classes, but also with regard to a formalized faculty evaluation of the individual competencies of the participants within such a course.

The exact nature of the courses used in this manner cannot be generalized. Seemingly, courses used for screening of candidates tend to typify the general philosophy underlying the overall preparation program; that is, if the preparatory program has a strong research orientation, a course in educational research might be used to screen candidates. If the college's emphasis is on the development of human relations skills, the course used might well be a graduate seminar in human relations.

Although a candidate's course work and his G.P.A. are the most common screening procedures, the extent of formalized screening being conducted by the majority of the colleges and universities is uncertain. One college official stressed:

> There is little or no actual evaluation of a candidate as he goes through our program. The emphasis is upon screening at the entry level. Our faculty does have an opportunity to evaluate and screen candidates as they pass through their courses, but no candidate has ever been screened out of the program after having been admitted.

Related to this, a representative from a Western university said that a candidate's G.P.A. is "more or less an artificial arrangement used largely because the liberal arts program places such an emphasis upon grades and grade-point averages."

In universities or colleges with preparation programs that stress the academic growth of their candidates, the use of a grade as a screening device is more standardized. One faculty member indicated that screening at his school is based exclusively on a candidate's G.P.A. This same school has approximately a 50 percent attrition rate because "many of our candidates do not have an adequate background to pass our courses."

In a university where the state department requirements for certification are particularly lax, an official commented:

> Because there is no law that tells any college or university in this state what an elementary school principal must have in the way of training, we find it difficult to screen our candidates. In fact, there is no use attempting to screen, because regardless of screening procedures, if a particular district wishes to hire a candidate he will be hired with or without our personal support.

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Beyond a candidate's cumulative G.P.A. for courses taken, sixty-one colleges or universities indicated that all screening procedures tend to be "informal." Unfortunately, the nature of this informality cannot be generalized beyond the specific comments of two officials. The first university representative stated:

> If the faculty in general feels the candidate is a likely success in administration, we encourage him; otherwise, we give him a form of discouragement through our lack of encouragement.

A Southwestern college official concluded that in his school there is no formal evaluation of a candidate other than "his attitude, his behavior, and, of course, his grades."

In many of the colleges or universities having programs leading to elementary administration certification, the number of candidates actually involved is small. In these cases, usually one or two faculty members, who teach courses that affect all or nearly all of the elementary administration candidates, comprise unofficial screening committees. These faculty members, who usually are respected and recognized by their colleagues, make their personal evaluation of the various candidates known to the educational profession within the state or geographical area served by the college or university.

Beyond these formal and informal methods, the only other general screening occurs, if it occurs at all, at the end of a candidate's formal program during written comprehensive examinations.

These examinations generally are read by a committee of three to five faculty members including the candidate's major advisor and a professor from a cross-disciplinary

area. In addition to these examinations, in the seventy-nine colleges or universities (89 percent) that have some form of research project as a portion of the preservice program, the oral examinations that accompany the completion of this research project act as a concluding screening procedure. While these latter screening opportunities do exist, few, if any candidates are not granted degrees after having successfully completed all other phases of the preservice program. In all but a few cases, the assumption made by most college and university officials regarding screening procedures during the candidate's actual program is that if a candidate commits sufficient time and energy to his program after being admitted, it can generally be assumed that he eventually will receive his administrative credentials.

INSERVICE PROGRAMS

Of the eighty-seven colleges and universities contacted, a total of twentythree (26 percent) indicated they have some formalized, inservice program for principals working in the field. The remaining sixty-four schools (74 percent) do not regard their inservice programs as being formalized. (Because the interviews often did not show appreciable differences between the nature of the programs conducted, the personal interpretation made by the interviewer regarding what might constitute a "formalized" inservice program may well reflect a semantic difference rather than an actual program difference.)

All inservice programs have some common features: (a) the bulk of all inservice efforts is in the form of various college courses conducted either at the university or in university-sponsored or cosponsored workshops or extension pro-

grams held during the regular academic year and through the summer; (b) local, regional, or statewide conferences on a variety of topics are prominent inservice activities; and (c) specially contracted public school district inservice programs are a common means of presenting field-oriented inservice programs.

While seventy-eight colleges and universities (89 percent) indicated the use of one or all of the inservice techniques, two schools specifically stated that inservice is not considered to be a function of their schools. A third university official stated facetiously: "The only inservice we conduct for our graduates is to pray for them."

Although a variety of inservice programs is conducted by the eighty-seven schools, fourteen college and university officials (16 percent) suggested that often these programs are more adapted to the needs and interests of public school superintendents than they are to the needs of elementary school administrators. One such college representative concluded that elementary administration is basically "a latent stepchild" and that many schools have not as yet "tooled up" to provide inservice activities for the elementary school principals.

One college indicated that inservice provisions are made only for those candidates that have come through the school's six-year administrative preparatory program. This college official stated: "If a six-year preparation program is decided upon by the candidate rather than the more typical five-year program, then we do make an effort to provide inservice opportunities for him."

A total of eighteen colleges and universities (20 percent) regularly involve themselves with other agencies or groups

in the development and presentation of inservice programs as a direct result of faculty representation in these other agencies. The most common alliances are between the state's ESPA, the state department of education, or another university or college in the area.

In cases where inservice is conducted jointly, the results vary. One university faculty member commented:

> There is no formal program at this university for inservice. Some department members do work with the Elementary School Principals Association, but this is a hit or miss situation. At the present time, no one is designated as a liaison with this group.

A second official stated that cooperation between his department and the state's ESPA is severely limited because "neither the ESPA nor this state's principals show the slightest signs of leadership."

An additional college official indicated that there is cooperation between the college and the ESPA, but the results are discriminatory:

> We do cosponsor inservice activities with the ESPA, providing three-day conferences where the principals come in and discuss various problems. Basically, these conferences are for the white principals even though the black principal will be accepted if he wishes to attend.

(Ironically, perhaps, the focus of the last conference conducted by this group centered around the methods that could be used to promote school desegregation.)

Several college and university representatives said they encountered some problems in developing inservice programs for elementary school principals. Such problems included: (a) faculty time is allocated only to work done in

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the college and inservice efforts are not rewarded by increased salary allowances; (b) "there appears to be very little interest in this state for inservice programming since the bulk of the principals are apathetic to their own situation;" (c) there is a lack of sufficient numbers of faculty in the department to coordinate and develop an inservice effort; and (d) the university lacks commitment to offer inservice assistance to their graduates.

Two universities conducting inservice programs in their states apparently have overcome these limitations, however. Neither program depends on federal or foundation funds for its support.

The basic emphasis in the first of these two programs is on instructional leadership. While the program originally was designed for elementary school principals, all efforts now center on work with the district's entire administrative staff to insure a maximum "multiplier effect." Each year the university works cooperatively with a limited number of schools over the course of an entire year. The cooperating school district must guarantee the allocation of one day per month over an eight-month period for their entire administrative staff. In these eight full-day sessions, fifteen structured inservice topics are handled utilizing a variety of simulated materials.

While fifteen separate topics are handled, one full day is spent in the general area of instructional supervision, "an area where most administrators completely lack competency." In this session, the focus is on "detraining" administrators in judgment making and "retraining" them in nondirective observational techniques. In addition to this basic inservice topic, other sessions concern feedback and com-

munication, diagnostic testing procedures, interview techniques, the group interaction process, curriculum design, the formulation of instructional objectives, and library collections. Since 1956, these inservice programs have reached approximately 7,000 administrators in either three- or four-day workshops or on a year-long basis.

The second university has developed an "extern" program for elementary school principals. The emphasis in this program is on training the principal "to work from a knowledge base rather than from a theoretical base in problem solving."

The "extern" experience extends over an entire academic school year, with a total of ten weekend meetings. Two of these meetings are conducted on the university campus and the remaining eight sessions are held in a camp setting "away from the administrator's home, his school, and his telephone." A series of guest speakers are provided to talk on a wide range of differing "but usually thought-provoking issues." Discussion groups, which follow these general sessions, emphasize the "facts of the particular issue" rather than the theories that might seem apparent. Using these same "fact-finding skills," the externs each do an indepth analysis of a particular problem in their respective elementary schools as a culminating project.

RESEARCH AND DISSEMINATION

Of the eighty-seven colleges and universities, a total of twenty-two schools (25 percent) indicated they have some formalized research program; the remaining sixty-five colleges and universities (75 percent) have no research being conducted in the general area of elementary school administration.

Of the schools having done research in the area of the elementary school or the elementary school principal, most of it was conducted by the school's elementary administration candidates and reported in either master's theses or doctoral dissertations. Such research was most often disseminated in abstracted form or in complete form on the request of interested principals throughout the local area.

Seven institutions that once required a thesis project have discontinued this portion of their program; consequently, they no longer have any research done in the area of elementary administration. In each case, the research program was discontinued because it was becoming too expensive to release faculty to act in a supervisory capacity.

Nine colleges and universities (10 percent) conduct some form of continuous research because they have a permanent school study council, service bureau, or educational research center located on their campuses. Three of these school study councils have developed extensive research programs: two are working with twenty major public school districts and the third is involved with thirty school systems. Where such a formalized research agency exists, the dissemination procedures also are formalized. In these cases, research dissemination most often occurs through research journals, books, manuscripts, quarterly newsletters, or speeches made by the participating researchers.

Apart from the candidate's research, much of the research cited by the various colleges and universities is conducted jointly with the state department of education, the state's ESPA, or as a result of private contracts with local public school districts. Where such research is not confidential, dissemination usually occurs through the ESPA journals,

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the *Phi Delta Kappan,* or in the university's catalog or research bulletins.

Where individual faculty members are involved in research efforts, dissemination of findings typically takes place in subsequent courses taught by these same staff members, in formalized speeches they deliver, or in journal articles. In one college all research results are published under the name of the dean of the School of Education.

One university with a definite research emphasis has placed its faculty members on a merit system: they receive merit points or ratings based on the number of articles they get published. Merit points also are given for any professional services conducted by a faculty member in a local school district.

Various justifications are given by college and university representatives for the limited amount of research being conducted on the university level. These reasons include: (a) the university has failed to recognize the ultimate importance of its research function; consequently, the university has not provided the necessary amount of released time for faculty to pursue research activities; (b) only enough faculty exist to carry on a basic instructional program, thus research is virtually impossible; and (c) the basic research competencies of many university personnel are limited. As a result, research often is not conducted even in settings where research is possible.

COOPERATIVE PROGRAM DEVELOPMENT

Only six schools (7 percent) indicated they have cooperated with other colleges and universities in the development of the elementary administration training program. The re-

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maining eighty-one schools (93 percent) stated that no cooperation had either been received or requested in the development of their preparatory programs.

While reasons for such a lack of cooperation often were left unspecified, several college and university officials did comment. One representative stated:

> It seems that every professor is on his own within the department. We don't even have an association of school administrators in this state. Perhaps we are just uncooperative by nature.

An official in another state responded:

> The availability of federal money seems to have created a lack of trust between the various colleges in this state. One school will often fail to confer with other universities regarding any new programming effort because they fear, and often justifiably, that their ideas will be stolen or incorporated into another university's program without professional credit being given.

In addition to these responses, a college faculty member concluded:

> There is no communication between higher educational institutions in this state. I personally believe this is a tragedy. The State Legislature has, however, formed a coordinating board for higher education in an attempt to bring the schools together. As of yet, there has been no action since the Legislature has not provided funds so that the board may function.

Aside from cooperative efforts in the area of program development, seven universities (8 percent) indicated that they are functioning members of the University Council of Educational Administration (UCEA). One university is affiliated with the Congress of School Administrators "largely as a result of a lack of any affinity with this state's educational association."

In addition to these cooperative efforts, thirteen colleges and universities (15 percent) have some form of reciprocal arrangement with other schools to either offer joint coursework occasionally or to accept the credits of a transfer student from a nearby university with no loss in the candidate's graduate standing. Such an arrangement generally exists where two schools lie in close geographical proximity. One university official indicated that his school and another college cooperated through the supervision of each other's interns.

Finally, one university has joined with three other colleges and universities in the state under a Ford Foundation grant to cooperatively develop an interuniversity internship program in educational administration. While each school has an internship program, this cooperation represents the first effort to combine resources and personnel in a single program thrust. An official interviewed doubted, however, whether such an effort would have been made had it not been for the special grant received to support the program.

Contemplated Changes

On this particular topic many of the college and university officials interviewed gave more than a single response. As a result, a total of 113 specific responses were recorded and all percentages indicated are based on this figure rather than on the 87 total respondents.

Twenty-seven responses (24 percent) indicated that no new changes are being contemplated in present elementary administration programs. While it is extremely difficult to generalize the exact meaning of this response, two possible

reasons often were implied: (a) there is general satisfaction with the existing training program and no change is needed; or (b) any changes that might be considered are dependent on either additional faculty or increased financial assistance, making any or all possible changes unlikely.

Beyond these two primary reasons for choosing to maintain the existing preparatory program, one university official indicated hesitancy to change until major philosophical issues regarding the principalship are resolved:

> Presently there is an issue in this state over whether we want principals to be instructional leaders or plant managers. When this decision is finally determined, then certainly there will have to be major changes in our present preservice program.

In addition to these responses, seventeen school representatives (15 percent) suggested that changes are being considered in their existing programs, but that such changes are still being discussed in committee meetings or by faculty members in informal discussions.

Eight college and university officials (7 percent) suggested that their existing training programs are designed on an individual basis for each candidate. As a result of this inherent flexibility, changes within each of these programs seem to occur continuously; although as one representative mentioned, "the overall focus of the program does not change measurably."

Of those college and/or university officials who indicated more specific changes are being contemplated in their elementary administration training programs, a total of nine responses (8 percent) suggests that such changes will take the form of an inclusion of new courses or modified courses.

> We plan to convert more of our courses into a learning-systems approach, perhaps utilizing the university's computer terminal facilities to actually simulate an entire school district. Using such a simulated district, our candidates will be able to work out all sorts of administrative problems.

A second university faculty member provided a rough draft of a new class to be incorporated into the existing program:

> Education 562. *The Principalship:* this course includes topics on the social forces influencing the administration of the elementary schools, the administrative roles and functions of the principal, policy formation through the group process, the relationship of the chief school administrator to building principal, the guidance program, staff selection and orientation, evaluation, supervision, and improvement of instruction, problems of faculty motivation, and morale. In addition, several books will be required and special projects will be assigned.

Clearly, the proposed content of this single course is as extensive as the entire content of many university training programs. The feasibility of such an omnibus course may, perhaps, be subject to question.

Fourteen college and university officials (12 percent) suggested that new common cores of coursework will be incorporated into the existing preservice program. Seven of these representatives indicated that their schools plan to develop an interdisciplinary approach to public school administration through the addition of coursework in the social science area.

The remaining seven administrative officials (6 percent) plan to revise their existing programs to include a behavioral science core of classes and group sensitivity training sessions within the foundations area.

Six college and university officials (5 percent) indicated that they intend to develop or add a variety of simulation experiences "providing a curriculum which is more oriented to problem solving rather than so totally theoretical." This opinion was expressed by an official:

> Our program has recently undergone some major revisions. Presently we are more concerned with making variations in our presentational techniques rather than making further changes in the actual nature of the program. We plan to use far more simulation and 'inbasket' materials than we have in the past.

The development of research competencies among candidates was a concern expressed by six college and university representatives (5 percent). One college official, however, expressed an opposite point of view: "We are not now a research-oriented institution. We function more to help candidates become practitioners."

Four college and university administrators indicated that they intend to add an internship and/or field experience to their existing curricula for elementary school administrators. Two other officials stated that their schools are discussing the feasibility of extending an existing internship training experience. One such representative mentioned that this is essential "to increase the relevancy" of the present program.

Five college and university representatives (4 percent) mentioned that any contemplated changes in their existing training program will undoubtedly occur in the general area of selection, screening, and retention of the candidates for elementary administration. One college representative commented:

> This program will undoubtedly undergo a great transition in the

> next several years. Emphasis will be placed upon getting more rigor into the training while, at the same time, trying to advance to candidacy only the most qualified individuals.

Such emphasis on screening and retention also was described by a second university representative:

> We are discussing the possibility of renovating our screening procedures. We plan to use the Graduate Record Examination exclusively; throwing out the Ohio State Psychological Examination and the Minnesota Multi-Phasic. We are also raising our grade point average requirements for admission to a 3.00 from a 2.50. Every candidate will be admitted on a provisional basis dependent upon his competencies in writing, oral expression, field work, and a research project.

In this general area of candidate screening, an additional comment was given by a college administrator:

> Crowded conditions within this department make it necessary to reduce the actual number of candidates we will accept into our training program. It is perhaps unfortunate that this is the case, but until our facilities are improved, we will have to be more stringent in our screening procedures.

A plan to drop some specific coursework from the administrative training program was mentioned by four school representatives (4 percent). The specific courses mentioned were: (a) courses in the reading methods area; (b) philosophy of education; and (c) courses designed to meet the university's foreign-language requirement.

Four college and university representatives (4 percent) indicated that they would like to change their training program by making the elementary administrative preparatory program more autonomous through the development of an "educational-specialist" degree program. Three school offi-

cials (3 percent) suggested a future focus in the area of general administrative programming. One of these representatives mentioned:

> We are trying to get away from the notion that a person can be prepared to be an educational specialist rather than an administrative generalist. One of the major problems in elementary administration is our false assumption that a principal must be an expert in all areas; we don't need general experts, we need expert generalists.

Two university officials (2 percent) mentioned the need for reducing the number of elementary administration candidates admitted into the university's training program. Inadequate facilities and numbers of instructional staff are the reasons given for these decisions. Two additional college representatives, however, suggested that their respective schools are contemplating the relaxation of their admissions procedures to enable younger and "more energetic" candidates to be admitted into their training programs.

Of the remaining five responses, three university and college representatives stated that any future changes hopefully will improve the coordination between their master's degree program and their doctoral program. One college official stated that his future preservice program will include smaller seminar classes and greater amounts of independent study time. The last respondent suggested the introduction of formalized followup procedures for all of his elementary administration graduates.

Principals' Perceptions of Training

What factors within existing preservice training programs for elementary school administration are regarded as im-

portant by practicing elementary school principals? Do principals in different geographical settings, e.g., metropolitan centers or rural communities, feel differently toward the significance of standard experiences or standard course offerings incorporated within training programs? Are these experiences that principals generally feel should be necessary prior to becoming an elementary school principal?

While all these questions could not be directly asked in the course of this study, principals were asked to comment on the relevancy of their own college and/or university preservice training in relationship to their actual principalship. Concurrently, these same principals were asked to make recommendations regarding changes they felt would result in improvements in the nature of college or university training for the elementary school principal.

Based on 253 responses, principals in this study indicated that the experiences in table 15 are significant to the elementary school principalship.

Based on these principals' responses, two things seem clear: (a) there is little distinction between how the respondents responded and the category of principal, and (b) principals are clearly in favor of actual involvement in a school setting as a significant portion of their principalship training. One principal's comment that his training was "loaded with theory and theoretical administrative models" was frequently supported by other principals. The need for more involvement in some type of internship training program was regarded by practicing principals as an important alternative to the preponderance of theory in present preservice training programs.

TABLE 15

SIGNIFICANT TRAINING EXPERIENCES AS VIEWED BY PRINCIPALS

EXPERIENCE	Frequency of Response by Category of Principal						Total Responses	Percentage
	1	2	3	4	5	6		
Internship	19	23	17	16	17	23	115	45
Vice or assistant principal	5	6	1	1	1	3	17	7
Apprentice-on-job	2	6	6	7	6	0	27	11
Inservice	1	2	0	2	4	4	13	5
Teaching experience	6	8	3	3	3	5	28	11
Elementary teaching experience	4	9	6	4	6	5	34	13
Degree	2	3	0	0	3	2	10	4
Workshops	0	0	0	4	0	0	4	2
Case study	0	1	0	2	2	0	5	2
TOTALS	39	58	33	39	42	42	253	100

Principals who indicated that the internship experience would add measurably to the relevance of any administrative training program gave little indication as to how such a program should be financed or administered. Similarly, no principal indicated the optimum length of an internship experience. Aside from this, principals frequently indicated that the internship program should be conducted in an innovative elementary school under the supervision of a qualified and successful elementary school principal.

Of the sixty-two elementary school principals who indicated that prior teaching experience is important, thirty-four principals specifically stated that this teaching experience be on the elementary school level. The remaining twenty-eight respondents made no indication as to the level of any prior teaching. A majority of the principals, however, did indicate that five years of successful teaching prior to the principalship should be a prerequisite for admission into an administrative preservice program. Additionally, principals frequently mentioned the importance of teaching experience on more than one grade level before assuming the role of the elementary school principalship.

By clustering individual college and/or university courses into general course categories, the principals interviewed were able to identify generalized course areas as being significant or important for the training of an elementary school principal (see table 16).

The fact that elementary school principals identified courses in the general area of interpersonal relations was not only substantiated in this portion of the study, but also was reaffirmed by additional comments made by these same principals regarding factors of personal weakness.

One hundred twenty-three responses made by practicing elementary school principals indicated that interpersonal relations characteristics, e.g., inflexibility, lack of empathy, and autocratic behavior were areas of personal weakness. It appears that principals are concerned about their personal characteristics and the way these characteristics hamper them professionally. Principals appear to visualize a "golden mean" regarding certain personality variables and many of them see themselves as falling significantly above

TABLE 16

SIGNIFICANT COURSE WORK AS VIEWED BY PRINCIPALS

COURSE TRAINING IN:	Frequency of Response by Category of Principal						Total Responses	Percentage
	1	2	3	4	5	6		
Child growth & development	0	4	2	0	1	1	8	3
Psychology (learning)	2	2	3	2	0	5	14	5
Guidance & counseling	2	1	2	3	1	2	11	4
Interpersonal relations	10	8	15	9	4	4	50	19
General school administration	1	9	10	6	7	6	39	14
Elementary school administration	0	1	1	1	0	2	5	2
Administrative field experience—practicum	2	2	0	3	3	4	14	5
Organization & management	6	2	1	2	2	1	14	5
Public relations & community relations	5	4	6	5	5	5	30	11
Curriculum	4	6	2	4	6	7	29	11
Supervision & evaluation	2	7	4	3	5	4	25	9
Sociology	3	0	1	0	2	1	7	3
Communication	1	2	0	0	0	0	3	1
A subject area	0	5	1	0	1	1	8	3
Subject reading	0	1	3	0	1	0	5	2
Negotiations	0	1	1	1	1	4	8	3
TOTALS	38	55	52	39	39	47	270	100

or below that mean—far enough above or below that there is a feeling that these weaknesses are disruptive to their effectiveness as a principal.

To the extent that the social sciences can help a human being function, the factors identified by elementary school principals, coupled with the indication that courses in the general area of interpersonal relations should be incorporated into preservice programming, should be of importance to those responsible for the training of elementary school principals.

While course work in the areas of general school administration, public and/or community relations, curriculum, and supervision and evaluation of classroom instruction were mentioned consistently as being important phases of college and university preservice and inservice programming, practicing elementary school principals concluded their comments by voicing the concern that college and university instructors be people with experience in the areas they are teaching and that the professor be current in the context of the material being presented.

Several principals indicated that whenever possible, practicing principals should be called in to teach college and university courses normally taught by professors. This practice, then, would free college and university instructors on a part-time basis to work in the elementary school.

Foreseeable Problems

SIX

THE MAJORITY of principals interviewed in this study foresee social changes within the next ten years that will greatly affect the role of the elementary school in society and the role of the elementary principal in the educational system. And these social changes are judged to be the initial causes of future problems. Population growth, changes in the socio-economic level of the community served by the school district, and the effects these changes will have on the school are the most frequently mentioned areas of concern.

COMMUNITY PROBLEMS

Urban renewal and industrial growth are just two reasons for some of the expected changes in the socio-economic makeup of the community.

> In this district there will be a shift in population because of the urban renewal. This building may not even be here at the end of this period. If the population stays there will be a need for additional space to house the students. They will need more experienced teachers in working with the disadvantaged child, and the teachers must be recognized so they will have tenure in this district. There will be a need for improved attitude on the part of parents to encourage children to learn.

> If an aluminum plant goes in, a thousand people will be employed and these people will be of an unskilled nature. I see these people as low-aspiration people and children from these homes will also reflect these low-aspiration levels. We will have a real job to *integrate* these people into the community and the school.

The increasing popularity of apartment living and the continued movement of people from the cities into suburban areas will cause a fluctuation in affected districts.

> The town is turning over completely. There is a migration of people. The largest school district is becoming the smallest in terms of numbers of students and the smallest is becoming the largest. There is little change in the total population in (our city), but there is a large shift of population from one side of the town to the other.

In rural areas, however, district populations generally are stable or decreasing; consequently, the principals in these areas predict that many of their districts will be forced to consolidate in the future.

In portions of the country where separate schools are maintained for minority groups, the forced integration of public schools by the federal government is seen as the major problem in the near future. Elementary school principals expect difficulty in meeting the needs of children from differing social classes. The principals also foresee problems in getting their teaching staffs and their communities to accept an integrated school system.

> I see integration immediately by the tenth of April because this must be done . . . the state has been told by the courts to integrate their schools. So a tremendous public relations job has to be done here to sell the people and the teachers that this is something that is going to be done and will be done and how it must be done.

> There will be a change in the clientele of the district from one of a moderate middle-class to a low socio-economic area with resulting racial problems and poverty cases. Another problem probably resulting from this will be increased public apathy toward the performance of students attending this school. More specifically, I also see potential racial problems in the school district here.

> There needs to be more of a desire on the part of teachers to give warmth to the children, especially to the disadvantaged. They must be able to forget about skin color. They must be able to ignore socio-economic backgrounds in the future.

In areas where principals expect to see a downward shift in the socio-economic makeup of their communities, the schools are foreseen as having to assume more parental responsibilities in the emotional and moral development of elementary school children.

> Working mothers will increase our responsibilities. Children are left alone more at home and also many homes are breaking up through divorces. This creates more emotional problems among our children. We will have to deal with these problems in the future.

Many of the principals who stated a concern for the growing numbers of disadvantaged children in their districts foresee the introduction of broader community welfare programs within the school system in the form of health-care centers and meal programs. One principal, for example, predicted:

> Schools are going to have to do more to overcome poverty in our society. In order to do this, we must keep the student longer and more resources are needed to accomplish this task. If we could put all the money that is being spent to overcome poverty

in our society into the public school, then a lot could be done. I have considered that we could even board children in the school situation for five days, and then send the children home on weekends. Parents could be involved in helping within the school setting. We shouldn't give the money to the parents as we are presently doing in the War on Poverty as this money is just being wasted. The school should be the retraining center of society. I believe that we could solve the poverty problem within twenty years if we could utilize the school as the center to conduct this War on Poverty.

Regardless of the nature of the population of their districts, however, principals predict an expansion of the role of the elementary school within the next ten years. The school will not only have to deal with the special emotional problems of individual children and the unique problems of the culturally and economically disadvantaged, but it also will have to assume a greater role in the moral and social development of all children.

> In a sense the schools must act as a replacement for the church and the family, especially in the realm of moral values, and in the transmission of the cultural heritage. Neither the home nor the church are doing an adequate job . . . the child's moral willpower needs to be developed to a greater degree.
>
> The schools are going to have to devote a greater portion of their time to the social growth of the student, as recent problems (such as sniffing glue) have shown. Students must be taught respect in the school and appropriate conduct in the society. The school will be the agency that will assume this task.
>
> The school is taking on more of the role of the parent—the parents are expecting the school to do more of their tasks, such as moral training.

One reason principals are convinced that a change will

take place in the social responsibilities of the school is that parents and the general public now are demanding this of the schools more and more. And greater community involvement in the education of children is expected in the future.

> Militant groups. We have many groups that are detrimental to the development of our school program. Such groups as CORE, SOUL, SCHOOLS, Panther groups and so on are detrimental to our program. These groups are very emotional and do not operate on the basis of logic or information. At the present time, we are not equipped to handle these groups; we just do not know how to deal with them.
>
> I think that the influence of individuals among lay persons relative to the school could lead to real difficulty. By these individuals, I am referring to radicals, critics, and so on. I think that their influence has grown. Speakers come in and tell us what a lousy job we are doing, and so on. I don't feel that I'm doing a lousy job in this district.
>
> One of the problems that will be confronted in the near future will be the involvement of more parents in the school. The school has had a group of active parents. I think it will be necessary for the school to control more of this problem in the future.
>
> The role of the parent will increase in the elementary school program; it will become necessary to involve parents to a greater extent in our elementary curriculum and to provide them with a greater understanding of our objectives.

Instructional Problems

Elementary principals share a common concern for curriculum revision and for new building designs, teaching methods, and staffing patterns. This concern has a single focus: the growing need to develop practicable instructional programs suited to the individual needs of great numbers

of children. At the base of the elementary school principal's anxiety about burgeoning school enrollments is a fear that unless the current educational system is changed, the individual child will be neglected. For this reason, the changes in the nature of elementary education projected by the elementary school principal are characterized by a concern for adaptability and flexibility.

In listing the specific problems they expect to face within the next ten years, a significant number of the principals interviewed predicted problems in adapting new instructional programs to their present buildings.

> We need to devise ways of providing flexible scheduling, team teaching, and so on in a building that is inflexible. We must develop a materials center within the building to make materials more available to the teaching staff.

> Within our building we have rigid walls which can't be moved so this makes it extremely difficult to provide a flexible program. It seems that we need to plan around these walls. I believe we must stop placing children in slots where they can't get out. We need to obtain as many resources as possible and concentrate them in the classroom in order to help teachers do a better job.

Many principals foresee the need for more technological aids to teaching. But although they welcome the technological advances being made in this area, they are uncertain of their ability to distinguish between useful teaching aids and educational gimmicks, or between time-saving machinery and costly gadgets.

> Programmed learning and teaching machines and programmed instruction will be increasing. There will be more use of the resource materials center. There will be more swing away from the basic textbook approach in reading in conjunction with the use of this new equipment.

There is a need for keeping up with equipment. We are going into mechanical education. We need more and more devices. I believe that we are going to be using teaching aids such as these with a larger student enrollment.

Much of the new hardware I don't know anything about as far as using it and how it operates. There are not enough hours in the days to keep up.

One of the problems I see in the future is the need to pick out the best innovations, to select the innovation that will do the job in the school. On occasions, I know what is available, but I do not know how or in what capacity it might be used.

The elementary principal also foresees a change in staffing patterns. He anticipates extensive use of paraprofessionals and educational specialists.

We'll have more pupils, teachers, and para-professionals in the schools, perhaps one teacher to forty kids and an aide. We must find other methods of staffing classrooms with the increase in salaries and additional pressures on taxpayers. We'll be using more machines and programmed materials.

There will be an increase in the use of volunteer aides—more people helping teachers in and out of the building. There are also going to be more paid teacher aides.

Obtaining and keeping highly qualified teachers is going to be a problem. We must make more effective use of our competent teachers; there will be fewer teachers for our youngsters in ratio but possibly there will be more specialized help. I foresee the utilization of new educational innovations and more specialization of the teacher.

On the whole, the elementary school principals interviewed are convinced of the inadequacy of the present educational system to deal with increasing numbers of children.

The principals are conscious of the pressing need to "individualize instruction" by introducing drastic changes into the system. As they become more aware of the need for change, however, they also are becoming aware of the necessity to convince parents and the community of the need for change. While some principals openly resent the "intrusion" of parents, others recognize in this "intervention" the parents' fundamental concern for the education of their children. More community involvement in the educational process is expected; in most cases, it is welcomed by the elementary school principal. He sees in this increased community involvement the opportunity to explain the objectives of his school program and to justify the changes that have to be made.

Adaptability Problems

Increases in school enrollments are expected to cause more problems, however, than merely the need for more space. Principals are more worried about how to provide each child with the kind of individual attention he will need. To solve this latter problem, elementary school principals are convinced that the traditional aspects of elementary instruction will have to be changed drastically.

> The present educational system is an albatross and it drags everything down with it. There is a need for total educational revision and curriculum change. There must be a deletion of certain portions of the curriculum to make learning more relevant. There has to be greater use of instructional teams accountable to a group of children wherein a master teacher, teacher aides, and counselors work together toward individualizing instruction. There needs to be new buildings with larger open spaces and greater flexibility.

The problems that will be faced in this elementary school within the next ten years will be a need for greater adaptability and a change on the part of teachers and parents. There will be additional training of all staff in order to satisfy the demands of the program offered in the school. I will be confronted with the growth of the students as influenced by allied materials and agencies, for example, television. The local tax structure will have to be changed or adjusted to fill the needs and demands of the school. There will be additional members of the staff and new positions will be created such as counselors and librarians.

Changes will be noted in this school in the areas of individual instruction and better use of the hardware that is available. There must also be the use of teacher aides and increased utilization of this facility. We are going to have to have paid paraprofessionals to help teachers with nonprofessional duties. And lastly, there will be an expansion of the guidance services; instead of the use of visiting counselors, counselors will be assigned to the elementary schools permanently.

We are professionally trained educators and if we allow parents to dictate to us changes in programs and curriculum at their whim, we are in trouble. I believe that as professional educators we must tell parents that we are professionally trained and that we make educational decisions as far as program and curriculum is concerned. We are here to do everything we can to help their children learn.

We must become more competent in evaluating how effectively we are doing what we are doing. The public needs and wants to know how effective our program is for their children. They are questioning what we do and why we are doing it. We need to make decisions on the basis of facts rather than a subjective-type judgment.

The principal of the future will have to be more of a public relations man. He must be community oriented. He must be very careful in the selection of his staff so that they will satisfy the

needs of the school and the community. There will be a movement afoot for more community involvement and the need to bring the community into the school.

Administrative Problems

The elementary principal's ability to effect change in his school is severely limited by several factors. To bring about the needed changes, the principal must have competent teachers trained in the new teaching techniques and familiar with the new materials and equipment being introduced into the elementary schools. Several principals, however, indicate that such an ideal staff is difficult to find.

> What use do we make of glamour hardware? This we must determine. Teachers must be trained more effectively in how to utilize new equipment and materials. This raises the question as to how much preparation is needed for the teacher to be effective in using the new materials. Teachers are having trouble with what they are already doing. They also have very little time to spend in inservice training.

> Teacher employment will still be a big concern. New teachers are just not getting what they need to do a good job when they get into our classrooms. Colleges must examine their training programs and evaluate what their products are like.

> There needs to be a constant training of teachers to enter this program. This really can't be done on the college level. The teacher must be more diagnostic than he is when he leaves college; and the principal, therefore, must train teachers to become more diagnostic about learning levels, learning styles, levels of independence; and the teacher, then, must learn to follow a diagnosis and develop almost a separate program for each child.

> Inservice programs for principals and teachers must change. They are too vague and not specifically helpful. There is no way to evaluate the effect of these programs. Most of it is busy work.

15[illegible]

In addition to their expression of the need for better trained teachers with more flexible attitudes toward teaching, many principals expressed a concern for the growing militancy on the part of the teachers. Principals are uncertain of the effects the teachers' unions will have on the education profession. In addition, the principals feel that such militancy threatens their effectiveness.

> Teachers are changing and getting less professional it seems to me. The higher the salaries go, the more of this nonprofessionalism we're going to see. The idea of teaching because you love it is on its way out. There seems to be more concern about how many hours we have to spend on the job, how many days vacation we get every year, and how many home visitations we need to make. There is much more militancy today than ever before.

> I'm afraid we will go as so many other things have gone. I'm afraid we will lack discipline in our own ranks. The chain of command has broken down. People just don't tend to recognize the chain of command anymore. For instance, instead of going to their principal and their superintendent, the teachers will just pick up the phone and call the board member directly when they have a concern. I believe there is a lack of respect, and correspondingly, a lack of the discipline that goes along with it. I believe in freedom, but there should be some respect with freedom.

> Increasing teacher militancy is starting to cleave the profession and it worries me. Some elementary principals are not unhappy about militancy. We've lost out . . . we have been second dog to secondary education for a long time. You can "sic teachers on the school board" and accomplish what you couldn't do yourself. There are some areas that we as principals can yield to teachers such as hours of teaching, nonprofessional help and so on. I hate to yield the curriculum decisions, the budget decisions, and so on.

Many of the principals concerned about the trend toward

teacher militancy admit they are insecure in their roles as principals. Some, however, are more optimistic about the future relationship of the principal with his teaching staff.

> We must emphasize the humanitarian aspect of education and hope that such an emphasis will in some way counteract the impetus moving in the direction of negotiations. With our state education association now involved, we must help keep our teachers from being carried away with militancy.

> Inservice training is the answer. Principals will have to team up and we are going to have to work together. I think that the university in this state can do that.

> There have been fundamental changes in the organizational climate, the atmosphere, and the role of the teachers in the school. There is more sharing of the problems in the school and more working as a group, more acceptance of the teacher's role in the decision-making process.

While such optimism is apparent in the attitudes of some principals toward teacher militancy, it is not, by any means, the general characteristic of the principals' feelings about what the nature of their roles will be in ten years. Apprehension and uncertainty pervade their predictions of what the future holds. While all principals predict drastic changes will occur in the nature of the elementary school and in the role of the school in society, there is little consensus of opinion as to exactly what effects these changes will have on the role of the principal. The changes taking place in elementary education have in many cases created frustrating burdens for the principal, and this situation has convinced him that to preserve his effectiveness, his future role will have to be more clearly defined.

> The role of the principal will change. He will have to move more

into a specialist in administration of the school and the administration of governmental programs, or he must become a specialist in supervision and be more involved in curriculum development and improvement. It is possible that as we get the specialists as teachers who are operating the teaching centers within our building, then they would take over some of the responsibilities the principal now has. I am really not sure what the role of the principal is. I know what the situation forces the principal to be, but maybe he shouldn't be that. We need a specialist's background in management. We also need a specialist's preparation in the implementation of programs. I don't think the principal can be both.

Many of the principals feel that more and more is being expected of them as changes occur. Convinced that his responsibilities will continue to increase and become more varied, the elementary school principal is troubled and frustrated by a feeling that the authority and ultimate effectiveness of his position is dwindling.

> The elementary school principal must become able to assist teachers in adjusting to a more flexible curriculum in the elementary schools. He must assume the increased responsibility of working more closely with the community in helping them gain more understanding of the school. But there is a lack of recognition of his office, and he is not given enough authority. The elementary principal is becoming the bastard child of education.

> We must face the problem of either an elementary or primary complex. We the principals may be completely eliminated. In a primary complex, there may well be an administrator over the entire complex and this person may not be necessarily an elementary school principal. I feel that in the next ten years, the elementary principal as a title may be entirely phased out. Management, rather than instructional leadership, may well be the

new role of the elementary principal. It would be an executive job, like "vice president of so-and-so industry."

Numerous principals believe that their role and responsibilities in the future will be determined by the outcome of negotiations between teachers and school administrators.

The role of the teachers' union will have tremendous effects upon the school. The role of the principal will become more highly structured and I will have to consult teacher union representatives rather than the teachers directly. For example, if a teacher has a grievance against the principal in a decision which he has made, during a conference she may bring a union representative with her. This requires a drastic change in operating procedures on the part of the principal. It seems that the principalship is becoming more of a pivotal position, and by that I mean, this position has pressures from all sides, from the community, from the board, from the teachers, and from the students; and I find myself in the middle.

The teacher-principal role is one of equality here. Teachers will eventually deal with the board directly and I feel that as a principal I will be in less of a bargaining position than the teachers. The role of the administrator has shifted to public relations, coordination of teacher efforts, planning with teachers and boards, and so on. He is recognized as a leader. In a sense, someone must be responsible and that is the principal. I don't think that the elementary principal will become less important.

Negotiations are going to cause the elementary school principal some problems in deciding what his role is, and he's probably going to have to develop that role for himself. He wants to stay affiliated with teachers and I feel that that's where the principal should be too. I really fail to see how he can function well in close contact with the teachers if he is kept segregated from them.

In ten years the role of the principal will be one of supervisor,

much as that now used in the foreman-employee relationship due to the influence of unions and professional organizations.

The principal will become a nonentity in the near future. I believe the teachers will take over the educational function the principal used to have. A business manager will take over the management function of the school. This then will create a situation where we will have differentiated functions for school personnel.

It is apparent from the interviews that other elementary school principals are uncertain of what the outcome of the teacher-administrator negotiations will be and they are unsure of what their primary responsibilities will be in ten years. Most would prefer to remain an instructional leader in their schools; few would prefer being delegated managerial responsibilities.

While most principals foresee many changes taking place in elementary education within the next ten years, many are worried about whether they are adequately prepared to cope with these changes. Many recognize in themselves a tendency to resist change and some reveal a lack of self-confidence in their ability to make decisions related to instructional innovations.

The elementary principal of the future must be up on the new ideas in education. I realize that I am cautious to new ideas and would like to know if they will work before I put them into operation.

We're going to have to make ourselves available to some of the new ideas, speaking now particularly of the elementary principal himself. We must travel more and see more. We just don't go away and see other programs. We haven't kept ourselves informed about new ideas.

The elementary principal is going to have to be capable of accli-

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mating to changing conditions. Such things as team teaching, large classrooms in the same area, new changes in teaching equipment, and so on will be increasing. It is going to take a good man to keep up.

It is difficult for the principal to keep informed and to know how to bring about change. Part of the problem may be our own laziness or lack of knowledge. Maybe we don't create the right climate for change. Maybe we don't know how to work well with teachers.

As a principal we are going to have to change ourselves. We need to learn new concepts and overcome old biases. For example, I have learned that we don't need certified teachers for all teaching jobs. Some noncertified teachers are very effective.

Some principals, saying they merely need more time to keep informed of the new ideas in education, would like to be relieved of some of their responsibilities to do this. Others feel the need for more formal training to help them learn about how to meet the increasing demands of their position.

Relating to the state department, I need to establish rapport with this group by visiting them. I think I should contact them. We haven't expanded our use of the state department as they have expanded their resources . . . with the continuing changes in curricular and fundamental concepts, it is going to take at least twenty years to train teachers in these new ideas. The educational lag is a real problem. That also applies to administrators; maybe we can be retrained.

The principals must be better trained. They must learn how to handle social change, maintain good community relations. I must get additional training, but if I go back to school, I have to take a cut in salary. Presently, I am paid for 11 months; if I go to school, I am cut a month.

Many elementary school principals, then, are not confi-

dent of their ability to cope with the many problems they expect to encounter as the nature of elementary education changes. They feel overworked. But they expect to be forced to assume even greater responsibilities in the future and they fear they will be deprived of the authority to fulfill these responsibilities. They are uncertain of their future and feel a critical need to define more clearly their increasingly ambiguous role and responsibilities.

Other Perceptions of Problems

Representatives of the eighty-seven colleges and universities that offered preservice preparation programs for elementary school principals also were asked to state what problems they believed the elementary school principal would have to face within the next ten years. The following summary of their responses may enlarge the perspective of the future of the elementary school principal as seen by the principals themselves.

PUBLIC RELATIONS PROBLEMS

While college and university representatives generally feel that one of the major problems facing the elementary school principal is the issue of federal and state involvement in school desegregation, none mentioned this general administrative area in predicting the future role of the elementary school principal.

Rather, the greatest concern of college and university administrators in the area of community influence focuses on the future role of the elementary school principal as a public relations facilitator or public relations expert. One such university representative stressed:

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> The principal must understand that building community relationships is going to become a bigger portion of his job. He will have to become a good human relations man himself. Parent involvement with school matters is here to stay and the principal is going to have to learn to accept it and cope with it.

A second college official suggested the possibility of "salesmanship" being an integral part of the future responsibilities of the principal:

> The principal's role will become one of a public relations expert who must sell his program to communities and to patrons so that he can increase the possible financial assistance afforded his school and the general school district.

One college administrator seemed more concerned about the principal's ability to measure the needs of the school's students as a consequence of his activity in the community:

> The principal must become more aware of the socio-economic problems of the community in which he is involved and particularly aware of the cultural peculiarities of the local school setting so that he can adjust his instructional program accordingly.

PUPIL PERSONNEL PROBLEMS

The general category of pupil personnel received the least attention by college and university officials. Only six respondents (7 percent) mentioned this area as a future concern. One college representative stated:

> Principals generally have no ability at all in actually utilizing students in any constructive way in the development of instructional programs, guidance services, or extra-curricular activities.

A second official suggested that the entire elementary school curriculum must be made more flexible. The princi-

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pal of the future "must surely become a more effective communicator, particularly a communicator of student progress."

College and university representatives have a major concern for the future role of the principal in the instructional area. But their responses are diverse and often contradictory.

Some responses implied that the primary responsibility of the future elementary school principal will be staff coordination.

> The principal of the future will be much less responsible for the evaluation of instructional staff but will have to focus more upon the facilitation and coordination of staff. Principals must learn to identify the needs of teachers in order to provide more relevant inservice activities aimed at promoting teacher growth and effectiveness.

> If the principal in the past has not shown concern for the instructional area, he must become more concerned and competent in helping the staff improve their instructional effectiveness. If he can't do this job, he must bring in more resource persons who can assist him to become more effective in this area.

One college respondent disagreed. He suggested that the future role of the elementary school principal will focus more on school management and less on instructional supervision. Five school officials (6 percent) agreed with this opinion.

Foreseeing a broadening influence as a result of the greater numbers of qualified teachers who will enter elementary schools in the future, a university representative stated:

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> As more qualified teachers become available, the elementary school principal will be forced to develop more dynamic instructional programs using more imaginative staffing patterns. At the present, he is neither accomplishing this, nor for the most part, even capable of accomplishing this.

Of the remaining responses in this category, four college and university representatives stressed that the elementary principal must become more adept in "the whole area of program evaluation." Two officials indicated that this is an area where university preservice programs are traditionally weak and that the weakness of many principals in this area reflects their poor training.

Thirteen college and university respondents (15 percent) indicated that principals must become more aware of the new methods and techniques of teaching. One representative concluded that while this is important, it is far more important that principals be able to recognize potentially useful or successful teaching techniques and methods. Such techniques "must fit the staff, the building, and the students."

ADMINISTRATIVE PROBLEMS

College and university comments in the general categorical area of Administrative Leadership tend to reflect substantial discontent with the roles presently being played by elementary school principals.

Reacting to the personal values and administrative styles of principals, several respondents made a series of comments:

> I have a hunch that many administrators entered the field for more money, more status, or because they felt that administration would be less demanding than classroom instruction; and

now they are floundering when asked to actually make administrative decisions.

> If the principal ever identifies what his role is going to be, which is almost impossible to identify at this time, there will truly occur a tremendous change in the character of the elementary schools. Until this happens, however, the ambiguity of the entire situation will continue and elementary education will continue to exist largely in a state of flux and apprehension.

> Principals will have to become people with more stature, who are better qualified and a master of their own destiny. They are constantly being bombarded by people who want them to go in many different directions. They must sort out these ideas and pressures, evaluate them, and move in directions which they know are educationally sound. They must achieve maturity in their professional judgments.

> School boards are rapidly developing an intolerance for the role of the principal as housekeeper, money counter, and the person who answers the telephone. The principal will have to become more of a program planner or a systems analyst. He must demonstrate that he is capable of accomplishing positive human understanding.

The overriding concern of the majority of the college and university respondents, perhaps suggested in earlier statements, focuses on the specific problem of role identification and the potential nature of the elementary school principalship in terms of what role or roles he will assume for himself. One college representative stated:

> The principal's role is changing and it will, in large part, be up to him to decide and identify the functions he will serve in the future. At the present time, he is uncomfortable and uncertain what his role really is in the school system.

A second college official advanced this opinion:

> The principal's role will depend to a large extent upon the man. The belief of our faculty is that any problem can be of greater or lesser importance depending upon the courage and ability of the individual principal.

The general need for additional supportive staff to assist the principal was mentioned by eighteen college and university representatives (21 percent). These responses were typified by this comment:

> The principal will find an even greater need for supportive specialized staff to help him if he is ever to assume administrative leadership. Such staff could well take over many of the detail roles that the principal now assigns for himself.

Just as the identification of the possible future roles of the elementary school principal appears confused, so too are college and university statements regarding the nature of the preparation programs that must be developed to help the principal become an effective administrative leader. This confusion is typified in the following statement made by one university official:

> I don't know which way to jump. I think administrators are going to have to be trained and retrained and retrained. We are going to have to bear down heavily on problem solving.

A second college official, less uncertain, indicated that future preparation must assure executive competencies and minimize the role of the teacher.

The responses of thirteen college and university officials (15 percent) indicated a possible separation in the future role of the principal, a separation that must be provided for in future preservice training.

> The principal's future role may well be divided. There may be the creation of a business manager in many districts who would

> serve up to five or six elementary schools simultaneously. Presently, there are principals who would fit most comfortably into these types of jobs. The other role would be that of an instructional leader, human relations, and communications specialist. Negotiations could actually work to advance such a role division for principals. The principal is going to have to do leadership rather than just talk leadership.

One college official in a state where women dominate the elementary principalships stated:

> Elementary schools in the past have been headed by women and particularly older women. In the future they will still be headed by older women. There is no reason to be encouraged that this trend will cease.

Finally, two college representatives indicated that principals in the future will have to assume a much more politically active role if they are to have any influence over education or educational change.

ORGANIZATIONAL PROBLEMS

While several college and university representatives expressed appreciable concern about the relationships of the elementary school principal to the total educational organization, the majority of comments in this category reflect deep concern for the effect teacher negotiations and teacher militancy may have in the future.

> A major question related to the elementary principalship is a simple matter of the likelihood of future existence. Whether the principal's role will exist depends largely upon what happens in the utilization of a 'team-management' concept and on the issue of administrative accountability. If the union movement becomes stronger before the principals grow stronger, the principal could be bargained right out of existence.

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A second college official added:

> There is a great likelihood that with the increasing impact of negotiations, the principal's position could regress to one of actually being a school building monitor, coordinator, and high-paid paper shuffler.

A further comment may indicate that the principal, in some ways, actually has promoted negotiation talks that bypass him:

> The principal's position will be a very precarious one. His lack of response to his teaching staff will undoubtedly force teachers to deal directly on matters affecting school contract negotiations.

One university official, however, did perceive some advantage to the present state of teacher militancy and negotiations:

> Because of unionization, the principal will become more of a staff officer for the superintendent. The superintendent will need this support because of the insecurities of the superintendency. As a result, the principal will become a greater part of the administrative team.

Eight college and university responses (10 percent) dealt with the role of the elementary school principal in relation to the district's central office and central-office personnel. One respondent indicated:

> The principal will move closer to the superintendent and will, in the future, be more supportive to the central-office position. Such a change in alignment is made necessary because of the loss of status in the role of the elementary school principal among the elementary teaching staff and the need the elementary principal will inevitably feel to become associated with some group.

Regarding the enlargement of many central offices, a second college representative issued this statement:

> Enlargement of the central office has hindered the elementary school principal because now each department is being its own empire rather than working together as an administrative team to solve the problems of the principal in the field.

Only three responses were given regarding the possible influence of school district reorganization on the future role of the elementary school principal. One such respondent stated:

> District reorganization will undoubtedly occur to a greater extent in this state, giving the elementary school principal greater responsibilities. I don't think he has been meeting the responsibilities of his existing job but he is going to have to consider more thoroughly some problems on which he makes snap judgments today.

One final comment was made by a university official obviously discontented with the nature of elementary administration in his state:

> With the present caliber of elementary school principals in this state, in the future it might be best to simply eliminate the role of the principal. In most cases, he is nothing but a money counter and a key keeper. The position could well fail to survive but for the numbers of people who hold these jobs.

FINANCIAL PROBLEMS

Only two colleges and university respondents foresee any influence of the future role of the elementary school principal regarding problems of finance and facilities. A response

typical of this concern suggested that elementary school principals will have to become more politically active:

> More population growth will complicate these problems, and growth is going to be extremely rapid in the near future. Principals must become more politically active if they wish to get their share of any potential fiscal resources. It is possible that they will have to develop various political groups to accomplish this.

Recommendations

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AN ANALYSIS of the data collected in the course of this study leads to the conclusion that the quality and effectiveness of present elementary school programs directly are related to the quality and effectiveness of the elementary school principal. The evidence also reveals that significant ambiguities inherent in the elementary school principalship seriously handicap the performance of the elementary school principal. There is considerable concern among principals about the imbalance of authority and responsibility in the elementary school principalship; this imbalance must be corrected before the principal can meet the apparent obligations of his position. Unless immediate action is taken to eliminate these problems, the future of elementary education in the United States is seriously endangered.

It must be decided whether the elementary school principal is supposed to be an expert in bringing about educational improvement or an expert in plant management and administrative detail. Whichever role is designated defining the principalship, the principal must be provided with training designed to develop the knowledge and skills required by the position; he must be provided with the resources

and supportive assistance necessary to do what is expected of him.

The time is for forthright, bold, and positive action. To develop the strategies to resolve the crisis will take large allocations of time, money, and the best professional educational resources that can be allocated to the task. This is the challenge to the U.S. Office of Education, to Congress, to the public, and to the educational profession for which an immediate response is essential. Action must be taken to:

1. Develop criteria that will explicitly define the role of the elementary school principal and that will provide a means of measuring performance
2. Revise preservice training programs and certification standards to provide the principal with the specific knowledge and skills necessary for high-quality leadership in the elementary school
3. Strengthen resource agencies and improve their effectiveness in supplying principals with the assistance they need in maintaining modern, effective, instructional programs in the elementary school

The following specific recommendations are presented under each of these general areas of action to be considered by the various agencies for implementation.

Role Definition

1. Efforts should be made through state departments of education and local school districts to improve public understanding of the essential role and importance of elementary education.

2. The U.S. Office of Education should support a task force to define the role of the elementary principal, using the most capable professional resources available in the country today. This task force should study the evidence available, analyze the leadership needs of the elementary schools, recommend the basic patterns of leadership most promising for the future improvement of the schools, and define the essential ingredients of programs for the preservice and inservice education of principals.
3. Longitudinal trait studies on administrator effectiveness should be conducted to obtain clinical evidence that would serve to improve the identification, selection, and screening processes and criteria for administrative preparation and appointment.
4. Indepth research should be conducted on what makes a school a "beacon of brilliance" or a "pothole of pestilence." Definite characteristics should be identified and criteria established for the purpose of creating more "beacon" schools.

Preparation Programs

1. Preparatory institutions should evaluate and revise their programs. The institutions should maintain better communication with the field and attempts should be made to bridge the gulf between the field and the institution. Programs should devote less emphasis toward the academic study of

administration and greater emphasis on the development of skills, information, and experiences essential for successful practice.

2. Preservice programs for elementary school principals should be developed and implemented through the combined efforts of colleges and universities, ESPA, state departments of education, regional education laboratories, and any other agencies appropriate for this task. It seems no longer appropriate for college and university officials to design and implement training programs on the injudicious analysis of already outdated college catalogs.
3. Preservice preparation programs for elementary school principals should include an internship experience. College and universities can no longer ignore the internship as a vital part of the preservice preparation programs of school administrators.
4. To facilitate the development of field-oriented preparation programs, colleges and universities must develop formulas for faculty work-load assignments; i.e., supervision of interns, field research, classroom teaching, and professional consultation. Many college and university officials are rigidly attached to classroom assignments as the sole basis of determining faculty work load.
5. Competencies and personal characteristics should be taken into consideration to a greater extent than is presently apparent in the screening, selec-

tion, retention, and placement of potential principals.

Resources and Resource Agencies

1. Federal support for the development of continuous inservice education programs related to the basic needs of elementary school principals should be provided immediately. Priority should be given to the establishment of consorts that will involve the national and state elementary principal associations, state departments of education, and universities.
2. All federal funds should be authorized at least one full year in advance to allow time for planning and involvement in the project's inception at the local level. All funding should preferably be accomplished by May 1.
3. Title proposals should be evaluated on the basis of potential impact rather than on the basis of the locale or specific setting of the school to assure more equitable allocation of title funds.
4. Some provisions must be made that will develop and maintain a national interest in and concern for the particular needs of elementary schools. Some agency within the U.S. Office of Education should be concerned with the continuous, systematic study of elementary education, providing information, analysis of needs, dissemination of new developments, and proposals for improvement.
5. Measures must be taken to increase the effective-

ness and professional influence of the elementary school principals associations. The ESPA should develop in cooperation with other agencies, procedures for the recruitment and screening of candidates for the elementary school principalship. Standards for membership in the ESPA should be developed that would include requirements of regular inservice training for maintenance of membership. These standards should specifically eliminate racially discriminatory practices, both among the membership and among elementary school principals as a whole. ESPA should become more actively involved in research projects and pilot studies in addition to the dissemination of available research related to elementary school programs and leadership effectiveness. DESP needs to be strengthened in human resources that can be directly available to state associations. If the DESP is to function as an effective resource agency, regional centers must be established and staffed with consultant and publishing facilities. The resources of the ESPA should be made equally available to all principals in the state. Where necessary to facilitate communication and coordination with other state resource agencies, regional organizations should be formed. Such regional organizations may effectively operate clearinghouse facilities through cooperation with regional DESP centers. ESPA's should develop programs that provide inservice opportunities on more than a summer basis. These programs should include

activities such as study groups, skill-building courses, and workshops that identify problems and develop strategies effective for their solution. In-service education programs should be planned on the basis of careful and systematic identification of major needs and problems and should be designed in cooperation with other educational agencies within the state.

6. Local school districts must provide opportunities to eliminate "professional obsolescence" among elementary school principals. To provide elementary schools with sufficient resources, district funds should be allocated on the basis of building and program needs rather than on the basis of level of school, political considerations, or public demands. School districts should require that principals participate in inservice education programs on a continuous basis. Arrangements should be made for elementary school principals to visit schools operating programs of proven effectiveness. Attention should be given to evaluation and implementation procedures. School boards should eliminate as quickly as possible the teacher-principal positions through district reorganization so that administrative units will support a full-time principalship within each building. A ratio of student-supportive staff (both on the professional and paraprofessional level) should be established that will facilitate the most effective operation of a school.

7. Universities should work in cooperation with state departments of education, local school districts, and principals associations in utilizing their resources for noncredit kinds of inservice education programs. Staffs of specialists who understand the problems of adult learning as well as the educational needs of the field should be secured to supervise and develop inservice education programs. Universities should employ personnel whose sole function is to conduct inservice education programs.
8. Regional educational laboratories should be considered a vital future resource for elementary school principals; the USOE should maintain financial support so that the laboratories will have adequate time to test their products.
9. The position of State Superintendent of Public Schools should be removed from the political sphere and made an appointive rather than an elective position.

Only after these recommendations are heeded and implemented will the country enjoy an increase in the number of its "beacons of brilliance" and a corresponding decrease in the number of its "potholes of pestilence."

Appendix A

OUT of 291 principals interviewed, 270 completed questionnaires. The following tables have been developed from these respondents.

	TABLE
Characteristics of Principal Participants	
Age	1
Sex	2
Characteristics of Schools Administered by Principal Participants	
Grades in Principalship	3
School Enrollment	4
Number of Teachers Under Principalship	5
Student/Teacher Ratio	6
Number of Aides	7
Number of Administrative Assistants	8
School District Organizations	9

Training of Principal Participants

Certification Held at Time of Interview	10
Certification Required for Present Position	11
Who Authorized Certificate	12
Who Issued Certificate	13
Adequacy of Training as Judged by Principal	14
Dates of Degrees and Certification	15
Type of First Certification Earned	16
Principals Certified Prior to First Principalship	17
Questionnaire	18

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AGE

AGE	NUMBER OF PRINCIPALS
Less than 30	0
30 - 34	18
35 - 39	56
40 - 44	66
45 - 49	39
50 - 54	42
55 - 59	25
60 - 64	18
65 - above	3
No Response	3
TOTAL	270

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SEX

SEX	NUMBER OF PRINCIPALS
Male	213
Female	56
No Response	1
TOTAL	270

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GRADES IN PRINCIPALSHIP

GRADES		*Number of Principals by Regions* I	II	III	IV	V	VI	VII	VIII	IX	NATIONAL TOTAL
K-Primary	K-1 K-2 K-3		2					1			3
K-Inter	K-4 K-5 K-6	14	17	24	10	20	2	20	18	8	133
K-Jr. High	K-7 K-8 K-9	3	6	5	3	3	2	2	1	3	28
K-Other								1			1
1-Primary	1-2 1-3				1	1	1				3
1-Inter	1-4 1-5 1-6	9	7	4	15	8	16	5	3		67
1-Jr. High	1-7 1-8 1-9	2	2		2	3	5	1	1	1	17
1-Other				2	1	2	1	1			7
Intermediate Only		2			1		2		1		6
Jr. High Only								1			1
Other					1				1		2
No Response											2
REGIONAL TOTALS		30	34	35	34	37	29	32	25	12	270

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SCHOOL ENROLLMENT

NO. OF PUPILS	*Number of Principals by Regions* I	II	III	IV	V	VI	VII	VIII	IX	NATIONAL TOTAL
0-199	2			2						4
200-299	5	2	1	4	3	2	2	3	1	23
300-399	2	3	7	3	4	2	3	6	1	31
400-499	7	5	5	8	9	4	5	3	3	49
500-599	8	6	6	2	7	5	5	7		46
600-699	4	5	6	7	4	3	5	1	2	37
700-799	1	3	5	4	2	4	2	3	2	26
800-899		2	3	2	1	6	1	2	2	19
900-999		1	1	1	3	1	3			10
1000-1199	1	3	1	1	1	1	3		1	12
1200-above		2			3	1	2			8
No Response										5
REGIONAL TOTALS	30	32	35	34	37	29	31	25	12	270

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NUMBER OF TEACHERS UNDER PRINCIPALSHIP

NUMBER OF TEACHERS	*Number of Principals by Regions* I	II	III	IV	V	VI	VII	VIII	IX	NATIONAL TOTAL
1-4										0
5-9	4	1		3	1	1		2		12
10-14	3	4	3	5	6	1	4	7	2	35
15-19	9	7	12	6	6	9	4	3	2	58
20-24	8	9	6	11	10	5	8	6	3	66
25-29	3	3	8	5	4	7	4	2		36
30-34	1	3	1	2	4	1	2	2	4	20
35-39	1	4	3	1	3	1	4	2		19
40-44		1		1		2	2		1	7
45-49	1		1		1		1	1		5
50-above		2			1	1	3			7
No Response										5
REGIONAL TOTALS	30	34	34	34	36	28	32	25	12	270

6

STUDENT/TEACHER RATIO

RATIOS	*Number of Principals by Regions* I	II	III	IV	V	VI	VII	VIII	IX	NATIONAL TOTAL
Less than 1/18	1	1	1	2	1	1		1	1	9
1/18 to 1/20	3	1	3	3	1	1	1	2		15
1/20 to 1/22	2	3	6	3	3	2	4	4		27
1/22 to 1/24	4	5	6	6	5	4	5	5	6	46
1/24 to 1/26	6	5	2	3	7	4	7	5	2	41
1/26 to 1/28	8	8	7	5	7	6	3	4	1	49
1/28 to 1/30	4	5	2	7	5	4	5	1		33
1/30 to 1/32	1	2	3	2	2	3	5	2	1	21
1/32 to 1/34	1	2	2	2	4	2		1	1	15
1/34 to 1/36			1		1	1	1			4
1/36 and above			1	1						2
No Response										8
REGIONAL TOTALS	30	32	34	34	36	28	31	25	12	270

7

NUMBER OF AIDES

NO. OF AIDES	*Number of Principals by Regions* I	II	III	IV	V	VI	VII	VIII	IX	NATIONAL TOTAL
Less than 1						1				1
Less than 2	7	6	9	8	4	7	6	4	2	53
Less than 3	4	8	6	4	5	2	3	7	1	40
Less than 4	4	2	1	1	2		2	2	2	16
Less than 5	1	4	1	3	4	2	1	2		18
Less than 6	2	3			2	1	3	1		12
Less than 7	1	1	2		1	2	1	1		9
Less than 8	1	2					2			5
Less than 9					1					1
9 and more	1	1	2	1	3	1	3	1		13
None	9	5	13	15	14	9	9	5	6	85
No Response										17
REGIONAL TOTALS	30	32	34	32	36	25	30	23	11	270

8

NUMBER OF ADMINISTRATIVE ASSISTANTS

NUMRER OF ASSISTANTS	*Number of Principals by Regions* I	II	III	IV	V	VI	VII	VIII	IX	NATIONAL TOTAL
Less than 1						1	2	2		5
Less than 2	6	6	10	6	5	1	6	5	5	50
Less than 3		1		1	2	1	1			6
Less than 4	1				1					2
Less than 5					1			1	1	3
None	16	25	22	24	27	20	21	14	6	175
No Response										29
REGIONAL TOTALS	23	32	32	31	36	23	30	22	12	270

9

SCHOOL DISTRICT ORGANIZATIONS

ORGANIZATION	*Number of Principals by Regions* I	II	III	IV	V	VI	VII	VIII	IX	NATIONAL TOTAL
Elementary	3	3								6
City	9	6	12	4	15	12	12	11	6	87
County & Parish	2	10		8	10	15	10	1		56
Union								4		4
Unified	10	7	5	11	1	2	6	2	1	45
Independent	1	3	7	8	3					22
Joint & Common			3							3
Consolidated	3		2		2					7
Corporation										0
State									5	5
Other		2	3	2	4		3	3		17
No Response										18
REGIONAL TOTALS	28	31	32	33	35	29	31	21	12	270

10

CERTIFICATION HELD AT TIME OF INTERVIEW

CERTIFICATION		*Number of Principals by Regions* I	II	III	IV	V	VI	VII	VIII	IX	NATIONAL TOTAL
Principal–	Elem	17	3	10	14	14	7	22	9	7	103
	Jr High										0
	Hi School			1		3					4
	Principal				2		1	1			4
	Temp or Emerg									1	1
	Permanent			5	1	3	2	1	1	1	14
Other — Admin.	Admin	2	18	10	6	2	13	1	1	1	54
	Elem Adm	8	11	1	5	1	1		3		30
	Sup't	2			1		1				4
	Supervisor		1			4			2		7
	Coordin										0
Teacher—	Elem			2		3					5
	Jr High								1		1
	Hi School					1					1
	Subj Area										0
	Spec Ed										0
	Other					2					2
Misc. ——	Life			2							2
	Prof			1			1		1	2	5
	Basic										0
	Standard										0
	Emerg										0
	Provision or Temp					2			2		4
	Degree		1	3	5	2	3	7	1		22
Other		1							1		2
None									3		3
No Response											2
REGIONAL TOTALS		30	34	35	34	37	29	32	25	12	270

11

CERTIFICATION REQUIRED FOR PRESENT POSITION

CERTIFICATION		*Number of Principals by Regions* I	II	III	IV	V	VI	VII	VIII	IX	NATIONAL TOTAL
Principal—	Elem	16	5	13	15	11	8	22	10	8	108
	Jr High										0
	Hi School					3					3
	Principal						2	1			3
	Temp or Emerg										
	Permanent			2				2	1	1	6
Other — Admin.	Admin	4	15	9	6	2	12		1	1	50
	Elem Adm	7	11	1	5	1			3		28
	Sup't										0
	Supervisor		1			4	1		2		8
	Cordin.										0
Teacher—	Elem.			1		3					4
	Jr High										0
	Hi School										0
	Subj Area										0
	Spec Ed										0
	Other				1	2					3
Misc——	Life			1							1
	Prof			1					1	2	4
	Basic										0
	Standard										0
	Emerg Provision or Temp					5			2		0 7
	Degree	1		4	7	4	5	6	1		28
Other		1		1							2
None				1		2			2		5
No Response											10
REGIONAL TOTALS		29	32	34	34	37	28	31	23	12	270

12
WHO AUTHORIZED CERTIFICATE

WHO AUTHORIZED CERTIFICATE	*Number of Principals by Regions* I	II	III	IV	V	VI	VII	VIII	IX	NATIONAL TOTAL
College, University, or Professor	5	5	9	7	13	4	2	2		47
State Dept of Ed or Supt of Instruction	23	28	26	26	23	24	26	19	12	207
School District or Dist Superintendent	2						3			5
Teacher's Prof Organization or Union										0
Other or Unknown		1			1		1			3
No Response										8
REGIONAL TOTALS	30	34	35	33	37	28	32	21	12	270

13
WHO ISSUED CERTIFICATE

WHO ISSUED CERTIFICATE	*Number of Principals by Regions* I	II	III	IV	V	VI	VII	VIII	IX	NATIONAL TOTAL
College, University, or Professor	1									1
State Dept or Ed or Supt of Instruction	28	32	35	34	36	29	29	21	12	256
School District or Dist Superintendent							1			1
Teachers' Prof Organization or Union										0
Other or Unknown	1	1			1		2			5
No Response										7
REGIONAL TOTALS	30	33	35	34	37	29	32	21	12	270

14
ADEQUACY OF TRAINING
AS JUDGED BY PRINCIPALS

ADEQUACY	*Number of Principals by Regions* I	II	III	IV	V	VI	VII	VIII	IX	NATIONAL TOTAL
Extreme Inadequacy				1		1				2
Very Inadequate	1	3	1	3	2	1	1	2		14
Inadequate	7	6	5	8	6	2	3	4		41
Adequate	16	16	19	16	23	13	18	15	6	142
Very Adequate	4	9	5	5	3	9	8	1	4	48
Extreme Adequacy			2		1	2	1	2		8
No Response										15
REGIONAL TOTALS	28	34	32	33	35	28	31	24	10	270

15
DATES OF DEGREES AND CERTIFICATION

DATES	BACHELORS	MASTERS	DOCTORATE	FIRST ADMINISTRATIVE CERTIFICATE EARNED BY PRINCIPAL
Prior to 1930	5	0	0	1
1930-34	12	1	0	1
1935-39	21	8	1	5
1940-44	33	10	0	5
1945-49	40	22	1	23
1950-54	84	53	1	46
1955-59	50	71	1	67
1960-64	17	61	5	70
1965-66	1	17	5	27
1967-68	0	3	0	5
None & Degree but no date	1	3	10	5
No response	6	21	246	15

16

TYPE OF FIRST CERTIFICATION EARNED

CERTIFICATION		*Number of Principals by Regions* I	II	III	IV	V	VI	VII	VIII	IX	NATIONAL TOTAL
Principal–	Elem	12	2	5	11	11	9	12	4	6	72
	Jr High										0
	Hi School			1					1	1	3
	Principal					1	4	3		1	9
	Temp or Emerg			1			1		1		3
	Permanent			1	1	1		2	1		6
Other — Admin.	Admin	2	17	8	4	2	7	1			41
	Elem Adm	4	7	6	2	1	1			1	22
	Sup't	2			2		1		1		6
	Supervisor		1		1	5	1	1	1		10
	Coordin										0
Teacher—	Elem					1					1
	Jr High	1									1
	Hi School		1								1
	Subj Area										0
	Spec Ed										0
	Other		1				1				2
Misc——	Life			3	1	1					5
	Prof		1	2		1			1	2	7
	Basic										0
	Standard			1	3						4
	Emerg										0
	Provision or Temp	2	1		3	8		4	5	1	24
	Degree			1	1		3	4			9
Other		4		2	2				1		9
None						1	1		1		3
No Response											32
REGIONAL TOTALS		27	31	31	31	33	29	27	17	12	270

17

PRINCIPALS CERTIFIED
PRIOR TO FIRST PRINCIPALSHIP

CERTIFICATION	NUMBER
Certified	142
Uncertified	115
No Response	13

18

QUESTIONNAIRE

NATIONAL ELEMENTARY PRINCIPALSHIP STUDY
OREGON STATE UNIVERSITY
CORVALLIS, OREGON

This questionnaire is the first of our data-gathering instruments. The questions contained herein are designed to gather information about you as an elementary school principal; your present responsibilities, your training and experience, and your perceptions regarding preparation programs for elementary school principals. This questionnaire will be picked up at the time of your actual interview with one of our research team members.

The information which you provide us will be held in the strictest confidence, and your responses will only be seen by research personnel involved in the elementary principal study. It is our hope that you will share openly with us your feelings and ideas, as well as factual background information, in order that we may obtain an in-depth perspective of the elementary school principalship.

Your cooperation and assistance are much appreciated. A member of our research team is looking forward to our actual meeting.

EDUCATIONAL RESEARCH CENTER
OREGON STATE UNIVERSITY

THE ELEMENTARY SCHOOL PRINCIPALSHIP
QUESTIONNAIRE

1. Name of School ..... City ..... State .....
2. Name ..... Age ..... Sex: M ..... F .....
3. Grades included in your principalship ..... Enrollment .....
4. Number of Teachers ..... Aides ..... Administrative Assts .....
5. School District organization (unified, county, etc.) .....
6 Certification you hold .....
7. Certification required for your present position .....
8. Who authorized your certification? .....
9. Who issued the certificate? .....
10. (Use scale below and circle appropriate response)
How adequate was your training in preparing you to deal with the problems you face as an elementary school principal?

Extremely Inadequate	Very Inadequate	Inadequate	Adequate	Very Adequate	Extremely Adequate
1	2	3	4	5	6

11. What recommendations, if any, would you make regarding the preparation of elementary school principals? .....
.....
.....
.....
.....
.....
12. Describe briefly how you were selected for your present position.
.....
.....

13. List courses taken *specifically for certification* as an elementary school principal: (Beyond B.A.)

Rank	Dept	Course	Name	Hrs	Rank	Dept	Course	Name	Hrs

List courses *other than for certification* which you consider important in development as a principal:

Rank	Dept	Course	Name	Hrs	Rank	Dept	Course	Name	Hrs

Of *all* the courses listed above *either for certification or other*:

Rank the three *most important* which contributed to your effectiveness. (1) (2) (3)

Training and Experience Sequence

Respondent instructions: In order that we may better determine the background(s) of the elementary school principal, would you please account for all of your time spent between entry into a B.S. program and the present. Please make this account sequential in nature and in-

clude herein, formal academic training, professional experience, and any non-educational work experience which you have had in this interim.

DATE YRS	DURATION YRS/MTHS	EXPERIENCES	City & State

QUESTIONS:

1. Degrees: Bachelors_____ Masters_____ Doctorate_____
   Date Date Date
2. Year of first administrative certification_____ Type of Certification_____
3. Were you certified before your first principalship? Yes____ No____

JOB DESCRIPTION

List five (5) functions for which you are responsible in your present position as principal.

Appendix B

Interview Guides TABLE

Elementary School Principals 1

Presidents of Principals Associations 2

State Departments of Education 3

University Personnel 4

Resource Agencies 5

1

ELEMENTARY SCHOOL PRINCIPALS

1. What are the problems which you presently face as principal of this elementary school?
   - 1.1 List problems
   - 1.2 Rank in order the three (3) most significant problems—as you see it (card)
   - 1.3 What are the primary causes?
   - 1.4 What stands in the way of resolving these causes?
     PROBE: What are the barriers to their solution?
     In what manner might you alleviate these causal factors?

2. What resources are available to assist you with these problems?
   - 2.1 List resources within district
   - 2.2 List resources outside district
   - 2.3 PROBE: State Dept. of Education, DESP, USOE, Colleges and Universities, Regional Labs, Intermediate Education Dist.
   - 2.4 How adequate are each (point scale)
   - 2.5 How extensively used (point scale)
   - 2.6 How might the above resources be more helpful?

3. What new or changing problems do you feel the elementary principal of this school must face within the next 10 years?
   - 3.1 List problems
   - 3.2 How will this affect the principal's role and responsibilities?
   - 3.3 What programs and resources would you suggest to assist you with these problems?

4. What do you consider to be the fundamental changes which have occurred in elementary education within the last five (5) years?
   - 4.1 List changes
   - 4.2 What are some of the unique characteristics of your present program which reflect your belief about these changes?
     PROBE: What do you consider to be the strengths of your present program?
     What do you consider to be its weaknesses?

5. Within the past two (2) years have you been contacted by any organization regarding improving preparatory programs for elementary school principals training?
   - 5.1 No_____ Yes_____
   - 5.2 Describe
6. As an elementary school principal, what do you consider to be your:
   - 6.1 Greatest strength
   - 6.2 Greatest weakness
   - 6.3 Greatest success
   - 6.4 Greatest failure

2

PRESIDENTS OF PRINCIPALS ASSOCIATIONS

1. What are the problems which elementary principals have in this state?
   - 1.1 List problems
   - 1.2 Rank in order the three (3) most significant problems—as you see it (card)
   - 1.3 What are the primary causes?
   - 1.4 What stands in the way of resolving these causes?
     PROBE: What are the barriers to their solution?
     In what manner might you alleviate these causal factors?
2. What programs are you presently conducting which are of assistance to elementary school principals?
   - 2.1 Describe
   - 2.2 How adequate are each? (scale)
   - 2.3 How extensively used? (scale)
3. What specific methods do you use in the dissemination of information to elementary school principals?
   - 3.1 Describe
   - 3.2 How successful have these been?
4. What are some of the barriers to the development of your program which assist elementary school principals?
   - 4.1 Describe
   - 4.2 What suggestions do you have to attack these barriers?

3

STATE DEPARTMENT PERSONNEL

1. What problems are elementary school principals presently facing on the job?
   - 1.1 List problems
   - 1.2 Rank in order the three (3) most significant problems—as you see it (card)
   - 1.3 What are the primary causes?
   - 1.4 Do you have a systematic program for identifying major problems?
2. What assistance do you offer practicing elementary school principals in developing approaches to these problems?
   - 2.1 List programs
   - 2.2 How adequate do you consider each to be? (Point scale)
   - 2.3 What suggestions do you have for improvement?
3. What resources are available to elementary school principals in developing approaches to present problems?
   - 3.1 List resources within the state department
   - 3.2 List resources outside the state department
   - 3.3 PROBE: Colleges and Universities, DESP, USOE, Regional Labs, IED
   - 3.4 How adequate are each? (Point scale)
   - 3.5 How extensively used? (Point scale)
   - 3.6 How might the above be more helpful?
4. Does the state department have a program for constant review and improvement of preparation programs?
   - 4.1 No_____ Yes_____ Describe.
   - 4.2 How do they evaluate programs for approval and accreditation?
5. What new problems do you see emerging within the next 10 years?
   - 5.1 List problems
   - 5.2 What programs would you suggest for developing resources to assist elementary school principals to deal with these problems?

4

UNIVERSITY PERSONNEL

1. Describe your present program in preparing elementary school principals.
   - 1.1 Pre-service
     PROBE: Screening procedures upon entry into program
     Procedures for systematic evaluation of candidates while in program
   - 1.2 In-service
   - 1.3 Research—Dissemination
   - 1.4 Are you contemplating any changes in this program?
   - 1.5 Do you work with other universities in program development? Describe.
2. What are the problems that practicing elementary school principals presently face on the job?
   - 2.1 List problems
   - 2.2 Rank in order the three (3) most significant problems—as you see it : most pressing : (card)
   - 2.3 What are the primary causes?
   - 2.4 Do you have a systematic program for identifying problems?
3. What resources are available to elementary school principals to assist with these problems?
   - 3.1 List resources within college or university
   - 3.2 List resources outside college or university
   - 3.3 PROBE: State Department of Education, DESP, USOE, Regional Labs, IED
   - 3.4 How adequate are each? (point scale)
   - 3.5 How extensively used? (point scale)
   - 3.6 How might the above resources be more helpful?
4. Does the state department have a program for constant review and improvement of preparation programs?
   - 4.1 No_____ Yes_____ Describe.
   - 4.2 How do they evaluate programs for approval and accreditation?
5. What new or changing problems do you feel the elementary principals of this state will face in the next 10 years?
   - 5.1 List problems
   - 5.2 How will this effect the principal's role and responsibilities?

5

RESOURCE AGENCIES

1. What programs are you presently conducting which are of assistance to elementary school principals?
   1.1 Describe
   1.2 How adequate are each? (scale)
   1.3 How extensively used? (scale)
2. What specific methods do you use in the dissemination of information to elementary school principals?
   2.1 Describe
   2.2 How successful have these been?
3. What are some of the barriers to the development of your programs which assist elementary school principals?
   3.1 Describe
   3.2 What suggestions do you have to attack these barriers

Appendix C

Correspondence TABLE

Letter sent to Elementary School Principals Association Presidents	1
Nominee Report Form	2
Suggested Guidelines	3
Letter to Elementary School Principals	4
Principal Acceptance Form	5

1
Letter Sent to ESPA Presidents

The following is an example of the letters sent to presidents of principals' associations, state department of education officials, and university personnel asking them for principal nominees.

Oregon State University has been contracted by the United States Office of Education to conduct a study of the issues and problems in elementary school administration. This study will analyze and describe the problems of administering the elementary schools as perceived by elementary school principals in all fifty states. Principals will be interviewed to determine their perceptions of their problems, and programs of colleges and universities approved for preparing elementary school principals will be studied to determine their relevance for the types of problems principals identify. Programs of state departments of education and the United States Office of Education will also be studied to determine the nature of the assistance which principals can receive in searching for solutions to their problems.

Our previous study of the issues and problems confronting school superintendents revealed that superintendents are faced with problems for which they feel they need additional training and assistance. As superintendents investigated the available resources to assist them in solving these problems they were dismayed at the existing void. Realizing that elementary school principals are key figures in implementing the overall goals of the educational program it is imperative that the issues and problems facing principals be identified and analyzed in order that appropriate steps can be taken to strengthen leadership in elementary schools.

We are asking the Elementary Principals Associations of each state, State Departments of Education, and selected major institutions which have approved programs for the certification of elementary school principals to assist us in this study by (1) suggesting names of practicing elementary school principals who represent varying sizes and kinds of schools and are willing to present their views openly and effectively and (2) participating in scheduled interviews, whereby, detailed information will be obtained relative to programs which relate to the problems of the elementary schools.

As president of the state Elementary Principals Association we consider you to be in a position to make discriminatory choices of candidates which will most adequately represent the elementary principals of your state. It is essential that all categories of schools be represented in the study, therefore, we ask you to nominate two or more individuals in each of the six categories listed on the *enclosed nomination form.* Criteria are enumerated on the form as suggestions to assist you in your selection.

Please return your list of nominees in the enclosed envelope at your earliest convenience. Upon completion of this study the final report of findings and recommendations as presented to the United States Office of Education will be available to all interested parties.

Sincerely,

Keith Goldhammer
Director

Gerald L. Becker
Associate Director

2

ELEMENTARY SCHOOL PRINCIPALS
NOMINEE REPORT FORM

A limited number of elementary school principals will be interviewed in this study; therefore, we suggest that you select individuals who:

(a) actively participate in professional activities outside their own school and are recognized for their leadership within their locale
(b) will be able to verbalize their points of view effectively
(c) are representative of the kind of school in which they function
(d) have had at least *three years* experience as a *full time* elementary school principal

Please list *two* or more names in *each* of the *school categories* described:

Category I—Administers a school in the inner-core of a metropolitan center

NAME SCHOOL CITY ZIP CODE

Category II—Administers a school in the outer-core of a metropolitan center

NAME SCHOOL CITY ZIP CODE

Category III—Administers a school in a suburban school district

NAME SCHOOL CITY ZIP CODE

Category IV—Administers a school in an intermediate size city school district

NAME SCHOOL CITY ZIP CODE

Category V—Administers a school in a small city school district

NAME SCHOOL CITY ZIP CODE

Category VI—Administers a school in a rural school district

NAME SCHOOL CITY ZIP CODE

Name of person completing form Position Address

3

SUGGESTED GUIDELINES

Because we wish to attain some degree of basic uniformity related to the demographic selection of principals and the communities in which they are performing principalship responsibilities, we are providing a basic definition of community size which will assist you in determining the categorization of principal nominees.

Category I: An inner-core of a metropolitan center should most often refer to a city of 50,000 inhabitants or more, and in particular, the center portion of that metropolitan area.

Category II: An outer-core of a metropolitan center refers to the peripheral districts within a city of 50,000 inhabitants, or more, not to include the inner-core.

Category III: A suburban area should most often refer to a city of 25,00 to 50,000 inhabitants outside of a standard metropolitan area.

Category IV: An intermediate size district is a district within an area between 15,000 to 25,000 inhabitants.

Category V: A small school district would include districts within an area of between 2,500 to 15,000 inhabitants.

Category VI: A rural district refers to a school within a population area of less than 2,500.

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LETTER TO ELEMENTARY SCHOOL PRINCIPALS

Oregon State University has been contracted by the United States Office of Education to conduct a study of the issues and problems facing elementary school administration. This study will analyze and describe the problems of administering the elementary schools as perceived by elementary school principals in all fifty states. Principals will be interviewed to determine their perceptions of their problems. At the same time, programs of colleges and universities approved for preparing elementary school principals will be studied to determine their relevance for the types of problems principals identify. Programs of state departments of education, the United States Office of Education, and

other regional or local agencies will also be studied to determine the nature and applicability of the assistance which principals can receive in searching for solutions to their problems.

Our previous study of the issues and problems confronting school superintendents revealed that superintendents are faced with problems for which they feel they need additional training and assistance. As superintendents investigated the availability of resources to assist them in solving these problems, they were dismayed by many apparent voids. Realizing that elementary principals are key figures in implementing the overall goals of the educational program, it is imperative that the issues and problems facing principals be identified and analyzed in order that more appropriate steps can be taken to both strengthen leadership in the elementary schools and also generate more adequate resources to assist elementary school principals toward the solution of their problems.

Educators in your state have suggested, through nomination, that you, as an elementary school principal, could most adequately present views on the issues and problems facing elementary school administrators. We ask for your consent to be included in our national sample of elementary principals and to share your perceptions with our research team. Your participation will involve a two-hour, uninterrupted, interview with one of our research team members and the completion of a questionnaire which will be sent to you in advance of the actual interview.

Your participation in this study will greatly assist in analyzing the present problems facing elementary school principals and in formulating strategies and programs which will affect those changes most appropriate for improving the leadership in our elementary schools. To the extent that this can be accomplished, the schools will more closely serve the needs of our children and our society.
It is our hope that you will participate in this study. Please complete the enclosed form and return it in th envelop provided at your earliest convenience.

Sincerely,

Gerald L. Becker
Associate Director
National Elementary Principals Study

5

PRINCIPAL ACCEPTANCE FORM

PLEASE RETURN REGARDLESS OF CHOICE

NAME..... SCHOOL.....

CITY..... STATE.....

..... I am willing to participate in this study of the elementary principal. (Complete information below)

..... I will be unable to participate. (Disregard information below)

To facilitate advanced travel scheduling of our interview team, we have tentatively scheduled an appointment with you (subject to your confirmation of willingness to participate) for ..... in your office.
This time will be satisfactory. Yes..... No.....
A more satisfactory time would be.....

PLEASE CHECK THE APPROPRIATE CLASSIFICATION FOR YOUR SCHOOL:

..... I. A school in an inner-core of a metropolitan center (50,000 inhabitants or more).

..... II. A school in an outer-core of a metropolitan center (50,000 inhabitants or more).

..... III. A school in a suburban area (25,000 to 50,000 inhabitants on the fringe of a metropolitan area).

..... IV. A school in an intermediate size population area (15,000 to 25,000 inhabitants).

..... V. A school in a small population center (2,500 to 15,000 inhabitants).

..... VI. A school in a rural population area (less than 2,500 inhabitants).